

# THE LEELANAU GENERAL PLAN

POLICY GUIDELINES FOR FUTURE GROWTH  
ON THE LEELANAU PENINSULA

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# **LEELANAU GENERAL PLAN**

**A Cooperative Project of Sixteen Local Governments**

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**July 11, 1994**

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**THE LEELANAU GENERAL PLAN**  
**Police Guidelines for Future Growth on the Leelanau Peninsula**

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**NOTE ON MAPS:** While every effort has been made to assure the accuracy of the maps included in this document, it should be noted that they present information in a very general way. That is, elements of scale, data magnitude, and symbolization have contributed to serious generalization. For more detailed maps and information, contact the Leelanau County Planning Department.

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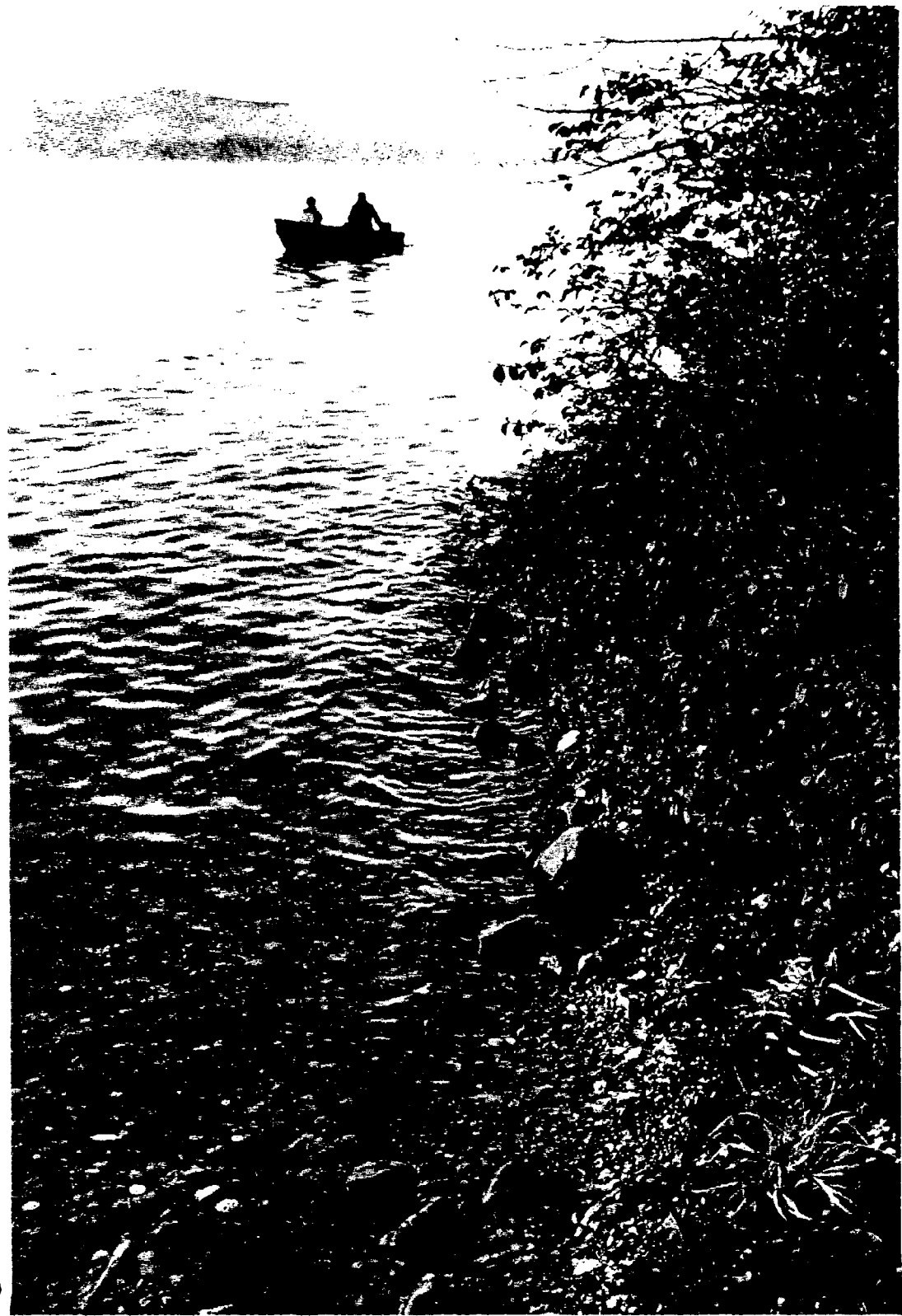
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 Appendices Divider - Summer flowers (*Leelanau Enterprise*)  
 Back Cover - A new day (*Leelanau Enterprise*)

## **DEDICATION**

This General Plan is dedicated to the present and future generations of the Leelanau Peninsula. The Plan is dedicated to the belief that the current residents of the county hold the peninsula in trust, with a responsibility to pass it on to future generations in at least as good a condition as we received it from those who came before us. It is further dedicated with thanks for the generous labor, creative thoughts and commitment of the hundreds of citizens who contributed to this effort.

# PREFACE





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## PREFACE

### INTRODUCTION

The **Leelanau General Plan** was developed with the support and guidance of citizens and representatives of all local governments in Leelanau County to offer an overview with inner consistency on the issues of future peninsular land use. It is founded on the principle that all land use and infrastructure decisions that do not involve issues of greater than local concern should be made at the local level. These decisions should be carefully coordinated with adjacent jurisdictions and appropriate county agencies. The plan looks to a continuing partnership between the county and local units of government in the achievement of the shared vision described in this plan. The partnership can be built on mutual respect in areas of overlapping responsibilities and mutual support in areas where responsibilities are separate but compatible in pursuit of common goals and benefits. It is envisioned that future local comprehensive plans will be compatible with the **Leelanau General Plan**, but more specific with regard to land use and local implementing policies.

The Peninsula Chamber of Commerce provided the initial impetus for the public participation process which led to development of this plan. The public concern for improved growth management was first published in an economic development task force report sponsored jointly by the Chamber of Commerce and the County Board of Commissioners. The county board had expressed concern over fragmented planning on the peninsula and the apparent lack of value received on 1.5 million dollars spent in the prior decade on planning activities. In light of a significant number of severe development controversies, the county board desired to make county planning and planning county-wide more effective, or spend less money (perhaps none) if there were no meaningful role for the county in planning activities.

In response, the County Planning Department with the assistance of the County Planning Commission and County Board of Commissioners created a 60+ member Citizen Advisory Committee (CAC). The CAC, in a series of meetings beginning in December, 1989 and ending in July, 1990, made recommendations for a new plan with a broader focus and greater support than the type of plan traditionally prepared independently by a County Planning Commission.

Each local governmental unit in the county entered into a mutual agreement (in the form of a memorandum of understanding) to participate with the county in the development of a general plan which would look in a coordinated manner at the issues and alternatives for guiding growth on the peninsula. The agreement is reproduced in Appendix A.

This planning process represented an unprecedented commitment in the state of Michigan on the part of both a county and local units of government. Each local government agreed to:

- participate, fully and freely, in the process by appointing one elected official, one planning commissioner, and one citizen-at-large to participate;
- communicate all suggestions via the participation process;
- participate fully in the various forums, seminars, workshops, and other meetings scheduled as a part of the process;
- accept, review, discuss, and respond to all reports, working papers, documents, etc. produced relative to the plan;
- provide without cost needed data, reports, and other information.

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In turn, the county agreed to:

- coordinate and pay the costs of preparation of the county-wide growth management plan;
- conduct basic planning research and mapping.

It is hoped the **Leelanau General Plan** is not merely a "county plan" even though it has been adopted by the County Planning Commission and approved by the County Board of Commissioners. Instead, it is intended to be a plan that affects the lives of all peninsula residents and visitors on a daily basis. It is not intended to be as detailed as local comprehensive plans usually are, but rather to address the broader issues, and especially the multi-jurisdiction issues from a peninsula-wide perspective.

The ultimate success of the **Leelanau General Plan** will largely depend on the commitment that is made to implementation. Commitment will need to come from every local government, the county, the various state and federal authorities as well as a broad spectrum of county citizens. It would be easy to ignore addressing the issue of implementation in the **General Plan**, but that would only delay discussion on this most important issue until much later, and forego several opportunities for meaningful public input. As a result, Part Three of this plan proposes an implementation strategy.

## **PROCESS USED TO DEVELOP THE PLAN**

Broad citizen involvement was encouraged by the Citizens Advisory Committee whose opinion is reflected in the following quote from an early working paper:

*"Involving people in the planning process means acknowledging that everyone has something of value to contribute. This system seeks to avoid setting up citizens,*

*developers, environmentalists, or local governments as "the enemy". Recognition of this fundamental can change the dynamics of growth management from "us against them" to "we're all in this together".*

Fourteen working papers (listed on *Page ix*) document key input and findings on the route to preparation of this plan. Working Papers #6 and #12 are especially significant in documenting the shared common vision.

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*The process followed to create this plan has attempted to create a shared common vision of the future.*

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## **RELATIONSHIP TO LOCAL PLANNING AND OTHER COUNTY OPERATIONS**

This **General Plan** is intended to guide the actions of the County Planning Commission and many of the priorities of the County Planning Department. It will also play a major role in guiding future public facility and infrastructure decisions by the County Board of Commissioners and other county departments and commissions (such as the Road Commission) after capital improvement programs compatible with the Plan are prepared. Part Three focuses on these issues and the institutional changes that need to occur for this goal to be accomplished.

It is believed that common pursuit of the policy guidelines in this plan will encourage support and ultimately lead to integrated and coordinated planning throughout the peninsula. It is hoped a new mutually supportive working relationship between the county and local units of government on the peninsula can build from the positive experience achieved by the many local government officials and citizens who significantly participated in the development of this plan.

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## CREDIT ON ORGANIZATION OF THE PLAN AND INITIAL CREATIVE FOCUS

The authors of this plan wish to acknowledge that the structural organization of the **Leelanau General Plan** owes some of its existence to the award winning 1990 **Howard County (Maryland) General Plan**. That plan received a prestigious American Planning Association Award in 1991. The simple straightforward organization of that plan, the names of some of its chapters and the contents of its decision maps strongly influenced the structure and maps in this plan.

For its initial creative stimulus, the **General Plan** also recognizes the Intergovernmental Growth Management Consortium. This consortium of Michigan communities seeks new ways to use existing laws, as well as supports the passage of new laws to enable local governments to better manage growth. Leelanau County is a member of the Consortium.

## GENERAL PLAN UPDATES

The **General Plan** is founded on mutually supportive relationships in pursuit of mutual goals. To ensure that these relationships and goals remain mutual, it will be important to periodically reexamine the plan and update it. Chapter 16 advocates the preparation of annual reports to document actions taken to implement the plan as well as the preparation of annual work programs and budgets. The **Leelanau General Plan** will be thoroughly reviewed and updated at least every five years to ensure it continues to reflect a common vision for the future of the Leelanau Peninsula.

## PERSPECTIVE

The **Leelanau General Plan** assumes future growth will occur at about the same rate in the next 20 years as in the recent past. At the present time, the most significant economic development activity in the county is neither

agriculture nor tourism (the mainstays of the economy for decades), rather it is the construction of new single family homes. Over 2650 new dwellings were constructed in the county between 1980 and 1993. Almost all of this development activity has been on large lots scattered along existing roads throughout the county. *If the low density residential sprawl pattern of most of the growth on the peninsula in the last two decades continues, however, it will destroy the present character and traditional economic vitality of the peninsula.* Each new dwelling on prime orchard or forest land not only permanently converts that land out of renewable resource use, but also creates a new public service burden and contributes to rising taxes on the farmer - making it more difficult for the farmer to stay in business.

Citizens and local government officials basically have two choices: maintain the status quo and accept a diminished quality of life or change destructive development patterns. This **General Plan** advocates the latter.

## PRINCIPAL STRATEGIES

The **Leelanau General Plan** proposes a more compact land development pattern that protects renewable resource lands (such as orchard land and forests) as well as sensitive natural resources (like wetlands and dunes). It proposes policies to encourage location of future land development in and near existing villages, as well as near Traverse City. It proposes infrastructure management policies to achieve and reinforce this land use pattern. It encourages the development and implementation of a transfer of development rights program (TDR) to accomplish open space protection, while simultaneously permitting large landowners an opportunity to capture the development value of their land. Open space zoning and rural clustering techniques are also proposed to encourage new development in rural areas to be sited so as to minimize visual impacts on the landscape and to minimize public service costs.

The plan proposes measures to protect the small-town, rural character of peninsula villages and the scenic qualities of the major road corridors. Using naturally occurring vegetation for landscaping, minimizing signs, burying utilities, placing parking at the side or behind commercial buildings are all measures proposed to retain the existing character of the peninsula.

More specifically, the plan proposes an environmental protection strategy that also:

- identifies and avoids development near sensitive environments
- protects water quality of surface water and ground water
- minimizes land fragmentation of large parcels
- links open spaces
- restricts keyhole development
- protects renewable resources.

The plan proposes widespread acceptance by citizens of a stewardship ethic that views land not as an asset to be exploited, but rather as a resource held in trust for future generations for use by the present generation.

The **Leelanau General Plan** is neither a slow growth nor an anti-growth plan. It calls for *balanced growth* that is carefully guided to protect and enhance the quality of life on the peninsula. It accepts the principle that environmental protection and economic development are not incompatible objectives. It recognizes that a healthy economy depends on a healthy environment. To these ends the following general strategy is proposed:

- curtail sprawl and encourage compact development
- protect and enhance the existing economic base

- create new year-round jobs
- guide new development where public services are adequate or efficiently added
- phase future growth
- seek to achieve a better balance between the location of jobs/housing/ transportation
- protect agricultural operations
- protect sand and gravel resources
- address equity concerns of large landowners in the implementation of development regulations
- improve educational opportunities
- improve health and human services.

Additional tools to be used to better manage growth include:

- increased promotion of carefully considered PA 116 enrollments
- the use of a peninsula-wide transfer of development rights program to address landowner equity interests while still protecting renewable resources
- concurrency requirements so new development occurs after necessary public facilities are in place (not before)
- village and rural service districts to define what services will be available where and when
- capital improvement programs to better guide development of new public facilities.
- development of a county-wide map to identify the location of all new future public facilities

- development of impact assessment procedures and checklists
- development of model local ordinances
- further enhancements to the County Planning Department's data center function and Land Information System including shifting to a full geographic information system.

The plan recognizes special needs for affordable housing and jobs among a growing segment of the year-round residents. It also recognizes the growing economic disparity between persons of different age and income classifications.

The **General Plan** recognizes important roles for the county in the provision of:

- data
- maps
- coordination and communication
- technical assistance
- model plans and ordinances
- capital improvement programming
- conflict resolution
- training
- limited financial support and encouragement of local planning
- assistance in passage of new legislation to improve the range of available tools to manage growth.

A list of the principal issues in which guidance from this plan is likely to be sought are presented below.

- as the basis for more detailed township and village plans and development ordinances.
- as a framework for private investment in the county.
- as an aid to village, township, and county public facility and infrastructure decisions.
- as a guide to the County Planning Commission in fulfilling its responsibility to review proposed public facility expenditures, and township plans and zoning amendments.
- as a guide in improving protection of air and water quality.
- as a guide to improved long term resource management decisions, especially with regard to renewable resources, critical plant and animal habitats, and sensitive environments.
- as the basis for joint village / township / county grant utilization activities.
- as an organization plan for county program expenditures
- as a means of facilitating intergovernmental cooperation (e.g., with not only the county and local units of government, but also with area schools, the National Park Service, the Soil Conservation Service, the Grand Traverse Band of Ottawa and Chippewa Indians, MDOT, Benzie and Grand Traverse Counties, the Northwest Michigan Council of Governments, etc.).
- to define issues of greater than local concern and establish appropriate mechanisms to deal with those issues.

#### **CITIZEN BENEFITS OF THE PLAN**

If implemented as presented, this plan will benefit the average citizen in the following ways:

- taxes will be lower than they would be if the plan were not implemented because future infrastructure and public services supported by property taxes will be incrementally provided in compact areas as needed, rather than spread widely across much of the peninsula.
- owners of agricultural and forest land will have improved opportunities for success due to reduced pressures from non-farm residences and will have new opportunities to capture the development value of their land without dividing and selling it for residential development.
- children of current residents will have opportunities to continue to live and work within the county in affordable homes and at jobs that provide an income sufficient to support a family.
- there will be many different types of housing opportunities to meet the needs of young and older families, "empty nesters," retirees, and persons with special needs.
- there will continue to be large expanses of orchards, woods and other open spaces across the peninsula for many years to come.
- the unique beauty of the peninsula will continue to be largely maintained.
- sensitive natural features like wetlands, floodplains, dunes, and unique plant and animal habitat will receive greater protection over time, increasingly through acquisition of key properties by land conservancies.
- new jobs will be encouraged in areas where public services are available and adequate to meet the needs.
- local and county governmental agencies will more closely coordinate planning and the provision of other public services to eliminate unnecessary overlap, gaps and

inefficiency.

- public services will be adequate to meet the needs of a diverse population.
- developers will find, over time, greater uniformity in local land use regulations across the county.
- development of coordinated planning objectives and ordinances between and among all the local jurisdictions will greatly benefit all because conflicts and variations will be reduced. Such a concept should in no way affect the autonomy of local governments with respect to implementing their ordinances. Compatibility throughout the county, however, will enhance the character, future growth, development, and economic well being of constituencies of the county. Such consistency will add legal strength by minimizing challenges and interpretations.

For a more detailed description of life on the peninsula when this plan is implemented (See Chapter 3 of Working Paper 12).

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***The Leelanau General Plan recognizes that if the low density residential sprawl pattern of most of the growth on the peninsula in the last two decades continues, it will destroy the present character and economic vitality of the peninsula. Citizens basically have two choices: maintain the status quo and accept a diminished quality of life or change destructive development patterns.***

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## ORGANIZATION OF THE PLAN

The Leelanau General Plan is organized into three major parts. Part One examines issues from a peninsular view. It presents a comprehensive description of the character of the Leelanau Peninsula and the key policy guidelines proposed to protect and enhance the

quality of life on the peninsula. Part Two takes a traditional "functional" view of issues and proposed policy initiatives to address them. Specific policies and action statements generated from extensive citizen input in seven functional areas (such as land use, transportation, natural resources, etc.) are presented to supplement and support the general growth management strategy presented in Part One. Part Three presents the structure for and major efforts to be initiated to implement the **Leelanau General Plan**. It includes a proposed improved institutional structure for planning decisions and identifies the priority actions that should first be taken to implement the **General Plan**.

### PRINCIPAL GOAL

The major purpose of the **Leelanau General Plan** is to record a consensus based growth strategy developed over several years. It is intended for joint use by Leelanau County and local governments within the county in making coordinated and mutually supportive future

land use, infrastructure and public service decisions. It includes policy guidelines and a brief description of key planning tools to achieve the following goal:

*It is the principal goal of the **Leelanau General Plan** to establish a strategy for guiding growth that protects, and where possible, enhances the unique character of and quality of life on the peninsula. To that end, the **General Plan** focuses on balancing environmental protection, resource management and economic development so as to provide a foundation for a sustainable economy that permits long term prosperity for all present and future Leelanau County residents. The balance so achieved should not sacrifice environmental quality when reasonable and prudent development alternatives exist. This plan recognizes that a healthy economy depends on a healthy environment. Achievement of this goal means protecting the integrity of the land base for use by present generations without unnecessarily compromising the options of future generations.*



Leelanau Enterprise Photo

## FIVE POLICY GUIDELINES FOR GUIDING GROWTH ON THE LEELANAU PENINSULA

### Policy Guideline:

#### Intergovernmental Cooperation

*A partnership founded on mutual respect and mutual support in achievement of the common goals of this General Plan should guide the development and implementation of new relationships between the county and local units of government in the county and between the county and adjoining counties in the region.*

### Policy Guideline:

#### Preservation of Peninsula Character

*The existing natural and people-made features on the peninsula that make up its rural character are interdependent with the activities that comprise its economic base. It is important therefore, that future land use change on the peninsula enhance, not undermine the character of the area around it, and in so doing contribute to protection of the unique rural character of the entire Leelanau Peninsula.*

### Policy Guideline:

#### Working with Nature

*Extensive and diverse sensitive natural features found throughout provide the foundation for the present and the future quality of life on the peninsula. They should be protected where pristine, restored where damaged, and have access and use managed for long term sustainability.*

### Policy Guideline:

#### Balanced Growth

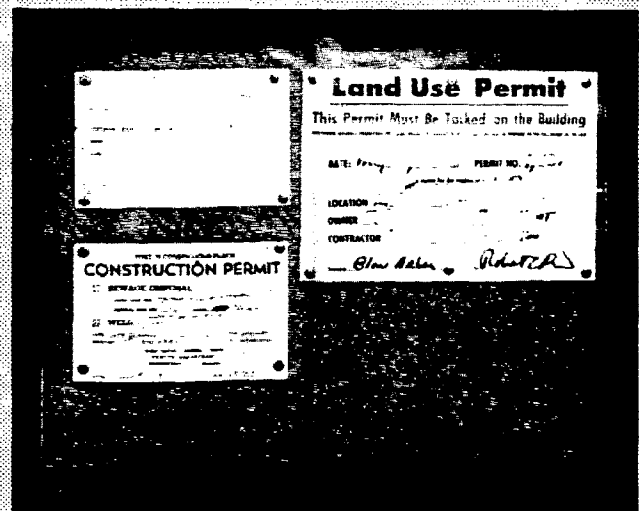
*New residential, commercial, and industrial development on the peninsula is encouraged provided it is: 1) in locations with public services adequate to meet its needs, 2) environmentally friendly, 3) consistent with the character of development in the area, 4) consistent with local plans and regulations, and 5) compatible with the guidelines of this General Plan. In the implementation of this policy guideline, both the county and local governments would seek to ensure over time, that all the health, safety, and general welfare needs of its citizens that can be reasonably*

*met are accommodated with a variety of land uses in the pattern proposed and in a manner which does not unnecessarily compromise options for future generations.*

### Policy Guideline:

#### Managed Growth

*Local comprehensive plans and local development regulations (including for example, zoning and subdivision regulations) should be updated and thereafter maintained, to include goals, objectives, policies and strategies for managing future growth compatible with the Leelanau General Plan. Local plans should include more specific land use and density proposals at the parcel-specific level. Local regulations should focus on design and other issues of local significance. Public facilities should all be constructed according to local capital improvement programs that are coordinated at all governmental levels on the peninsula.*



Land Use Permit



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## LEELANAU GENERAL PLAN WORKING PAPERS

<u>Working Paper Number</u>	<u>Title</u>	<u>Date Issued</u>
1	Results of the Leelanau County Growth Management Forums	March, 1990
2	A Survey of Citizens Concerning Issues Related to Long-Range Planning in Leelanau County	June, 1990
3	A Survey of Local Officials Concerning Issues Related to Long-Range Planning in Leelanau County	June, 1990
4	Final Recommendations of the Citizens Advisory Committee	April, 1991
5	Leelanau Peninsula Current Trend Future: Implications of "Business as Usual"	September, 1991
6	Goals and Objectives for Managing Growth on the Leelanau Peninsula	September, 1991
7	Economic Development	May, 1992
8	Transportation, Public Facilities and Physical Services	May, 1992
9	Natural Resources and the Environment	August, 1992
10	Land Use	November, 1992
11	Demographics	November, 1992
12	Alternative Futures	March, 1993
13	Public Comments on the Draft Leelanau General Plan	March, 1994
14	Leelanau County Facilities Strategy / Long Range Plan	March, 1994

### RELATED REPORTS

Leelanau County Human Services Review	March 1993
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A Summary of each working paper listed above is included in Appendix C.



## Part One: PENINSULAR VIEW

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## PART ONE: PENINSULAR VIEW

Part One of the Leelanau General Plan presents a comprehensive description of the character of the Leelanau Peninsula and the key policy guidelines proposed to protect and enhance the quality of life on the Peninsula. It is divided into five chapters:

Chapter 1: Intergovernmental  
Cooperation & Regional Context

Chapter 2: Preservation of Peninsula  
Character

Chapter 3: Working with Nature

Chapter 4: Balanced Growth

Chapter 5: Growth Management Policy  
Guidelines & Decision Maps



Leelanau Enterprise Photo

*Beach south of Leland. Whaleback Hill is in the background.*

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## Chapter 1

### INTERGOVERNMENTAL COOPERATION AND REGIONAL CONTEXT

#### POLICY GUIDELINE:

#### INTERGOVERNMENTAL COOPERATION

*A partnership founded on mutual respect and mutual support in achievement of the common goals of this General Plan should guide the development and implementation of new relationships between the county and local units of government in the county and between the county and adjoining counties in the region.*

#### THE INTERGOVERNMENTAL CONTEXT

The preface includes a description of the history of the efforts which led to the creation of this **General Plan**. A key opinion of many citizens and local officials in the county is that the usual historical approaches to planning on the peninsula have not achieved a desirable result. The "usual approach" to planning and development regulation as described in Working Paper #12 includes the following characteristics:

- Each of the sixteen jurisdictions in the county has its own zoning ordinance.
- Few jurisdictions have a current master or comprehensive plan as the basis of their zoning regulations, four have no plan.
- The county plan was obsolete (it was adopted in 1975 and never updated).
- Local jurisdictions generally do not initiate efforts to coordinate local planning and zoning activities with each other.
- Analysis of surveys has revealed that local officials' attitudes on development issues can often be more pro-development than those of the constituency they serve (see Working Paper #2 and #3).
- County involvement in an advisory capacity is generally begrudgingly accepted, ignored, or actively opposed.
- Governing bodies often do not share the same common vision of the future as do the planning commissions.
- Each community acts without officially noting the impact of its decisions on adjoining jurisdictions.

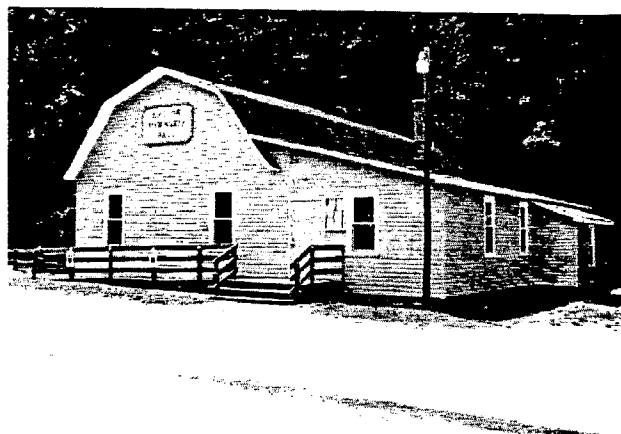
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*Local officials' attitudes on many development issues are often more pro-development than those of the constituency they serve.*

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Common problems with the "usual approach" to planning on the peninsula were identified in Working Paper #4 and expanded upon in Working Paper #12. These problems include the following:

- Lack of internal consistency of local plans.
- Inadequate (and liability prone) administration of local zoning.
- Lack of interjurisdictional coordination.
- Lack of a "big picture" view.



Kasson Township Hall

Photo by Jess J. Reed

- Lack of maintenance of the master plan and regulations after adoption.
- Disproportionate influence of often illusory promises of new jobs and tax base on future land use decisions.
- Lack of widespread support for a common vision required for implementation.

These conditions led the Citizens Advisory Committee (CAC - which recommended creation of this plan) to reach the following conclusions:

*"Over \$1,500,000 local tax dollars were spent on attempts to manage growth in Leelanau County during the decade of the 1980's. The end result is sixteen (16) individual planning and development control efforts in the state's second smallest county. The principal result has been an acceleration in fragmented development which is straining the county's quality of life.*

*It is the conclusion of the CAC that the fragmented planning and development effort has not worked and must be overhauled for the sake of present and future generations. A unified effort reflecting on the county as a geographic area - not solely as a unit of government - must be initiated. The effort must be broad-based and internalized by the citizenry. A shared vision of the future must be the basis of growth policies. Only then will the planning process achieve maximum public support and benefit."*

## ISSUES OF GREATER THAN LOCAL CONCERN

One common thread running through the above list of problems associated with the "usual approach" to planning and zoning on the peninsula, is the lack of means to deal with issues of greater than local concern.

Public interests that are broader than simply local interests include (but are not limited to) the following. Some are illustrated on page 1-5

(see Figure 1-1).

- air quality protection.
- watershed management for water quality protection.
- groundwater and well-head protection.
- habitat preservation for sustainable fish and wildlife populations.
- protection of unique and endangered species.
- protection of sensitive environments (wetlands, dunes, floodplains, high risk erosion areas, etc), especially the large contiguous ecosystems like the Solon Swamp, the Crystal River, Sleeping Bear Dunes.
- resource protection necessary to sustain resource-based industries such as agriculture and forestry.
- sustainable economic development to provide jobs for present and future residents.
- loss of open space and scenic views along key corridors.
- harbors.
- keyholing on lakes which lie in multiple jurisdictions.
- use of public access sites.
- establishment of new public parks and access sites on waterfronts.
- existing public parks (national, state and local).
- safe, efficient and environmentally sound roads and highways connecting our communities.

- public sewer and water services.
- infrastructure serving more than one community, or being extended farther than necessary.
- land use along municipal borders.
- large scale development impacts beyond municipal boundaries (e.g., large resorts, industrial facilities or large shopping facilities, airports).
- LULU's (locally unwanted land uses that meet a regional need, such as gravel pits, junk yards, landfills, towers, etc.).
- solid and hazardous waste disposal and recycling centers.
- public economic development initiatives.
- affordable housing.
- needs of the handicapped, children, the elderly, and other special populations.
- adequate social services for citizens with temporary or special needs.
- adequate educational opportunities for all citizens.
- a sovereign nation within the county making independent land use decisions.

In many instances, these broader public interests revolve around common environmental features (which do not respect municipal boundaries), infrastructure, and the needs of special populations.

### INTERJURISDICTIONAL COORDINATION ETHIC

The interjurisdictional coordination ethic recognizes that land use and infrastructure decisions of each governmental unit have, over

time, an impact on the character of the entire peninsula (indeed, on the entire region). In addition, citizens increasingly recognize that they primarily live in a geographic region, instead of merely a single jurisdiction as did our ancestors. For example, people who live in community A may shop in community B. They may go to school in community C, be entertained in community D, and work in communities E and F. They may do all of this in the same day. All citizens are citizens of a single jurisdiction, of a county, and of a region. Each has a stake in the future of the local unit of government in which they live, in the county, and in the region. Businesses and industries also share this same stake.

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*The interjurisdictional coordination ethic recognizes that land use and infrastructure decisions of each governmental unit have, over time, an impact on the character of the entire peninsula.*

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Grand Traverse Band Government Center

Photo by Jess J. Reed

If the mutual goals of this **General Plan** are to be achieved, it will take the coordinated efforts of all units of government working together to achieve them. Future local comprehensive plans in villages and townships in the county will relate to the **Leelanau General Plan**, but will be more specific with regard to land use. They will also be tied to implementation via local zoning and subdivision regulations and focused on protection of local quality of life. Local plan relationship with the **Leelanau General Plan** will be the focus of the County Planning Commission's review and approval/disapproval, as required by Section 8 of the Township Planning Act (Act 168, P.A. 1959).

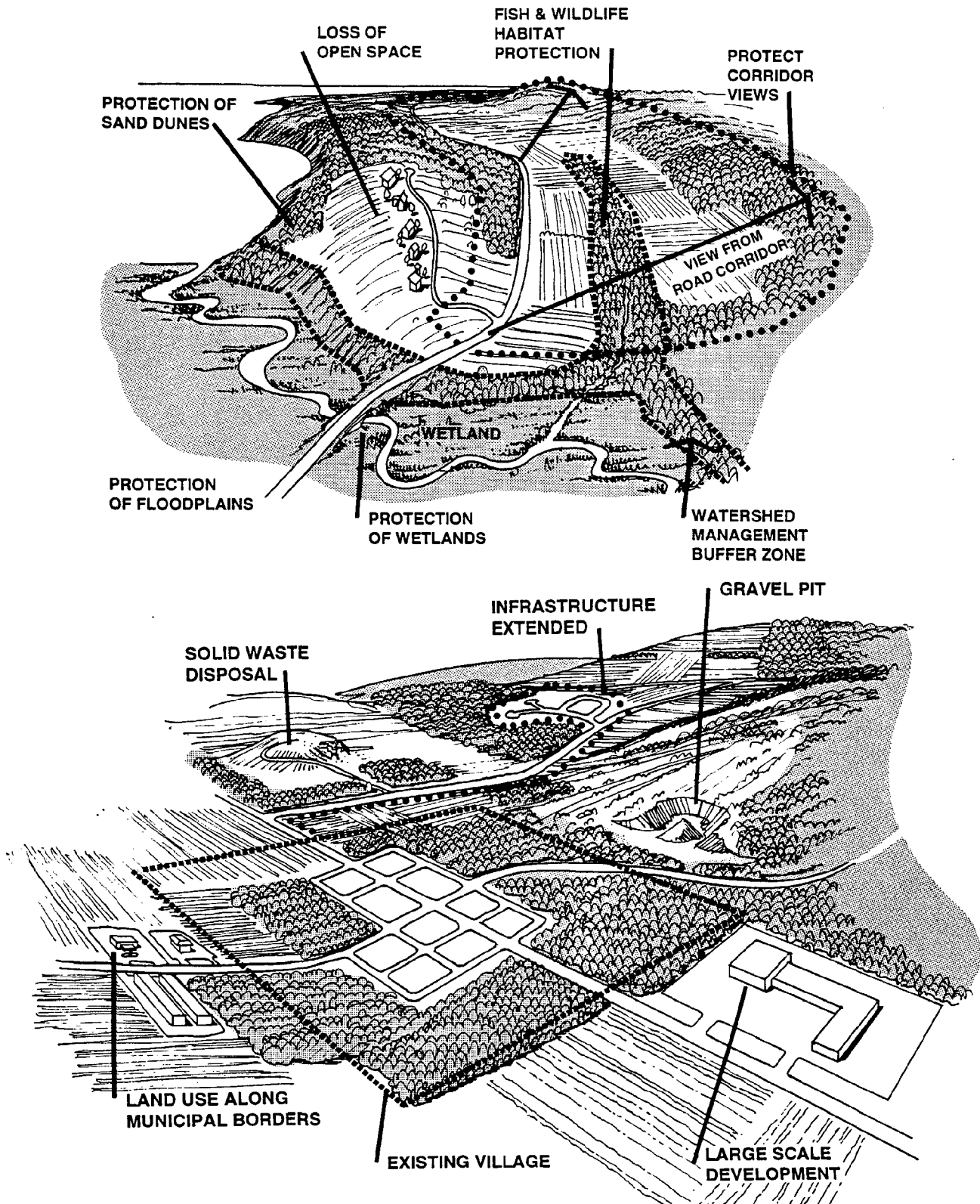
One significant benefit of a successful county-local partnership with broad based local support will be the additional leverage it gives in dealing with Lansing and Washington, D.C. bureaucracies. Coalition building, partnerships and collaboration are not just buzz words, they are the foundation for future success in an era of shifting responsibilities and shrinking resources. Strong intergovernmental cooperation founded on mutual respect and mutual support in achievement of the common goals of this **General Plan** is fundamental to a better future for Leelanau Peninsula.



*The Maple Valley Nursing Home near Maple City.*

*Photo by Jess J. Reed*

Figure 1-1  
ISSUES OF GREATER THAN LOCAL CONCERN



Illustrations by John Warbach



## Chapter 2 PRESERVATION OF PENINSULA CHARACTER

### POLICY GUIDELINE: PRESERVATION OF PENINSULA CHARACTER

*The existing natural and people-made features on the peninsula that make up its rural character are interdependent with the activities that comprise its economic base. It is important therefore, that future land use change on the peninsula enhance, not undermine the character of the area around it, and in so doing contribute to protection of the unique rural character of the entire Leelanau Peninsula.*

### DESCRIPTION OF PENINSULA CHARACTER

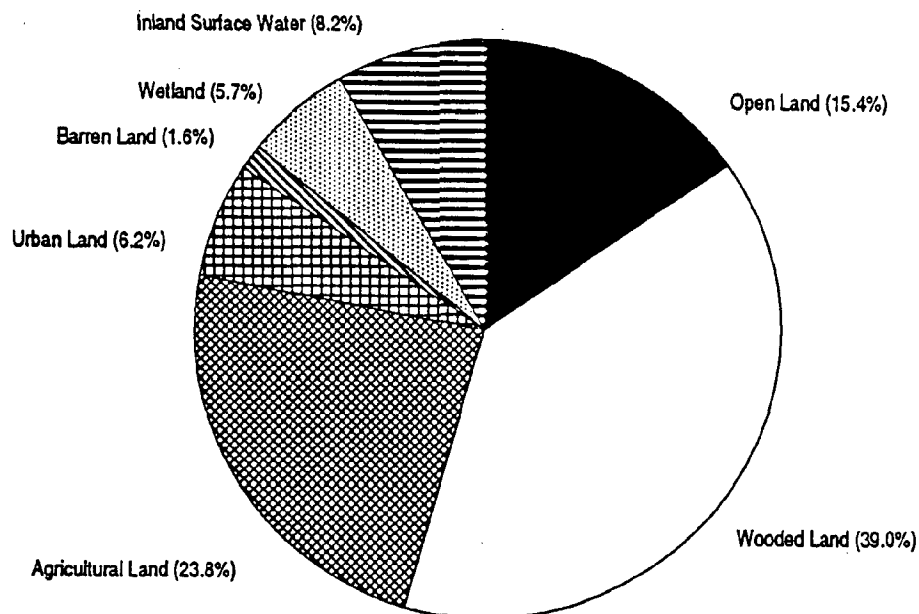
Leelanau County can be described in many ways. In purely numerical terms, it is nearly 24% agricultural land, 40% wooded land, 15%

open land, 14% lakes and wetlands, and 6% urban land. The pie chart below illustrates the land use/cover relationship in 1990. (See Figure 2-1).

*The character of the Leelanau Peninsula is a mixture of farms, orchards, forests, sand dunes, wetlands, rivers, lakes, bays, hills, valleys, resorts and villages.*

But Leelanau County has a rural character that is much more than mere numbers can adequately convey. The outstanding quality of the Leelanau Peninsula is its unusually varied topography. As the photos throughout this plan illustrate, it is a peninsula of significant natural beauty. It is the home of a major national park and of a state park. It is a place

Figure 2-1  
LEELANAU COUNTY LAND USE / LAND COVER



Source: Leelanau County 1990 aerial photography. Note: Data does not include islands.

of special scenic quality and opportunity for pleasure in the out-of-doors.

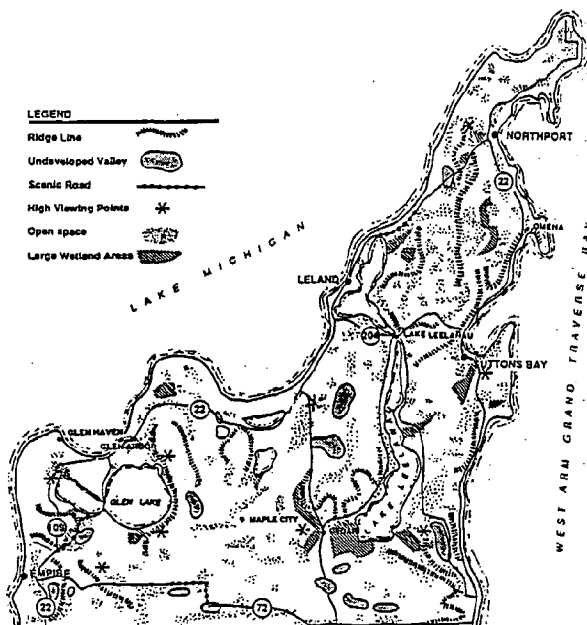
Visual character is the image one retains from looking at a landscape. This image is made up of many visual parts. It is the architecture of homes and businesses in an area. It is also the shape of hills, valleys, and shorelines. It is how much the forests close in on the roads or how the fields are open. It includes the species of trees in the forests and the type of crops in the fields. Roads, too, are an important component: are they straight or curved, wide or narrow, and are there curbs on the residential streets?

The visual character of a community is important. It is more than just what buildings or landscapes look like. Visual character "sticks" in peoples minds. It is a very important part of what attracts people to an area to live, invest, or vacation.

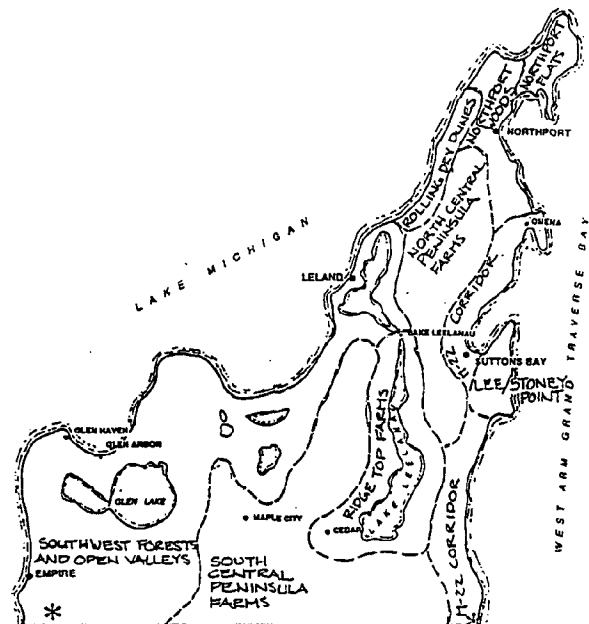
Familiar landscapes are important image guideposts people use in finding their way in daily activities. Change in the landscape can become a big issue because it affects a person's daily life by changing surroundings that were once familiar into suddenly unfamiliar settings.

High dune and glacial ridges form the major land features of Leelanau County (see Map 2-1). These ridges generally run north to south. There are small pocket valleys between the ridges, as well as broad slightly rolling plateaus in the center of the peninsula. Rolling plains are farms along the shoreline in the area of Northport. High points on the ridges are landmarks because of the striking views they provide to the inland lakes, Lake Michigan or Grand Traverse Bay. For example, the view to the north and west from the hill crest of Town Line Road is a panoramic view of Lake Michigan and the Manitou Islands that serves

**Map 2-1  
LANDFORMS AND OPEN SPACE**



**Map 2-2  
LANDSCAPE DISTRICTS**



as both a beautiful view and as an orientation landmark. Because the ridges are highly visible, they need to be considered as sensitive visual environments. Development can easily change them.

Most of the peninsula is a checkerboard of woodlots, pastures or meadows, active crop fields, orchards and water. There are few routes where forest borders the roads for more than a half mile, nor where open fields stretch for more than a mile without encountering another woodlot. There is more wooded landscape than open field.

The visually similar areas in Leelanau County are: (see Map 2-2).

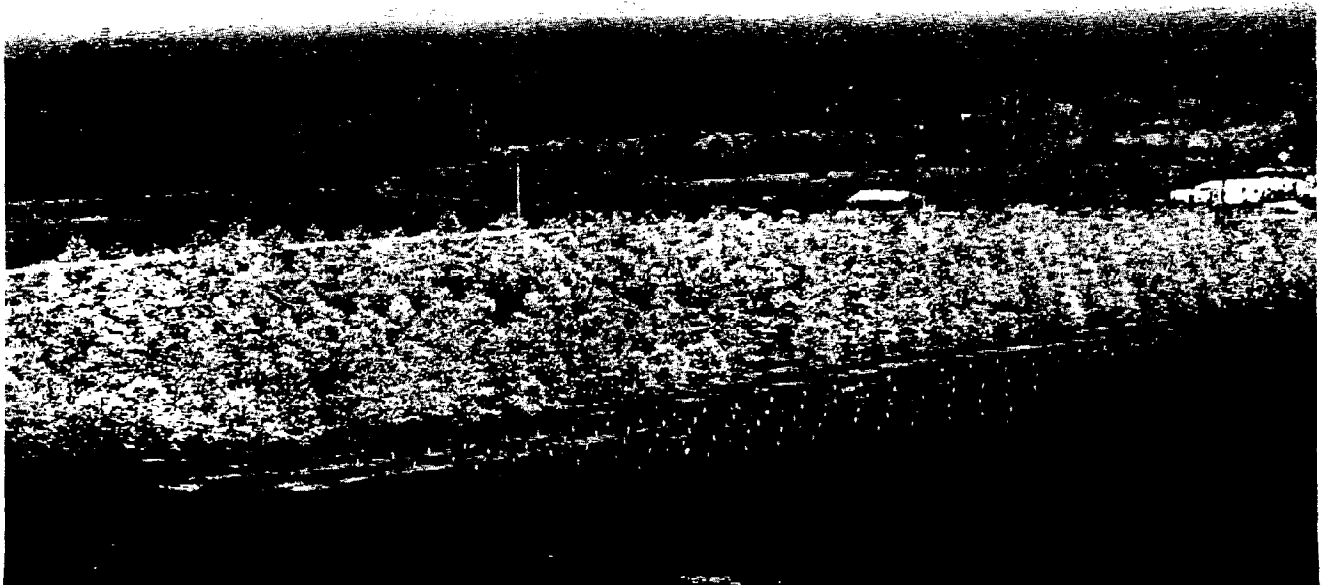
**West-Bay Shore Drive (M-22) from Greilickville to Omena.** This is a narrow band of waterfront houses on the east side of the road and largely abandoned agricultural fields on the left that are being converted to large-lot residential use. There are occasional wooded areas and strip residential lots. The West Grand Traverse

Bay is intermittently visible almost the entire length of this area.

**The central peninsula farms.** A broad sweep of crop fields and pastures stretch in two segments from the southeast part of the county to the north central part of the peninsula. The south central peninsula farms are characterized by more traditional farms, fewer orchards. Extensive sand and gravel extraction activities also exist in the southwest portion of this area.

**Ridge-top farms.** These are farms and orchards along both sides of the south arm of Lake Leelanau that are perched high on the ridges, and command long views.

**Southwest forest and open valleys.** In the southwest part of the county the hills are wooded and there are fewer farms and openings. There are a few valleys that have been farmed, and are now largely meadows. This area extends from Bohemian Road (CR 669) to Empire north along Lake Michigan to beyond Leland.



*Fruit trees in bloom.*

*Leelanau Enterprise Photo*

**Rolling dry dunes.** In this area north of Leland to about Johnson Road there are open grassy fields on the hills and pockets of cedar and aspen in the wetter hollows. Between Manitou Trail (M-22) and Lake Michigan deciduous forest cover is fairly complete.

**Northport woods.** In this area to the south and west of Northport the deciduous forest is still largely intact, so that there are few open views.

**Northport flats.** The area north of Northport is flat compared to the rest of the county. There are large open fields, and large conifer plantations. Patches of deciduous forest remain near the water on both sides of the peninsula tip.



A tree-lined road.

Photo by Mark A. Wyckoff

**Lee Point to Stony Point.** This area of rolling farms, orchards and woods juts out into Grand Traverse Bay. However, because of the dense bay-side vegetation and high bluffs along much of the water's edge this area is more isolated from views of the water.

Water is an important feature of Leelanau County, both because the Great Lakes shape the peninsula, and because of the many lakes, streams, and wetlands within the peninsula. Places where roads are adjacent to the water or cross rivers and streams, make nodes, or focus points. Big and Little Glen Lakes and Lake Leelanau are the largest lakes in the county. Numerous smaller lakes, usually associated with wetlands, are scattered throughout the peninsula.

Villages, small towns and crossroads get their character from the style of architecture, the nature of businesses, and the layout of streets. All the towns and villages in Leelanau County are small. Each has a small grid street pattern, making the location of businesses and homes easy. Suttons Bay has alleys behind the houses of many streets, reducing conflicts between pedestrians and cars, and between cars on the streets and those backing out of driveways.

Buildings throughout are generally small scaled. Few buildings are of large mass or over three stories in height. Fruit processing buildings are scattered throughout the county and are the most frequently seen large buildings.

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*The major threat to the future quality of life on the peninsula is continuation of the current land use pattern. The current development pattern can most charitably be described as low density sprawl.*

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Architectural styles are most often of five basic types. One is the agricultural, which includes farmhouses, barns and other

outbuildings, and pole barn-type sheds and small processing facilities. A second is an old resort type. These are generally painted one or two-story clapboard Cap Cod, Victorian, salt box, vertical or horizontal log, or mixed small lakefront cottages. A third is the contemporary natural finish wood structure. Large and small lakefront homes as well as commercial buildings are now being built in this angular style. A fourth is the suburban ranch home that is built on lakefronts, subdivisions, and in strip residential areas along county and state roads. These are often brick, wood or vinyl clapboard siding or a combination. The fifth is the eclectic contemporary, or the contemporary from some other region. These are structures such as concrete-block and painted metal grocery stores and mansard-roofed banks.

## MAJOR THREATS

The rural character of the Leelanau Peninsula is treasured by its residents and visitors. The rural character is a driving force of its tourist economy. Yet, if current trends continue, the peninsula is at great risk of losing its rural character over the next one-two decades.

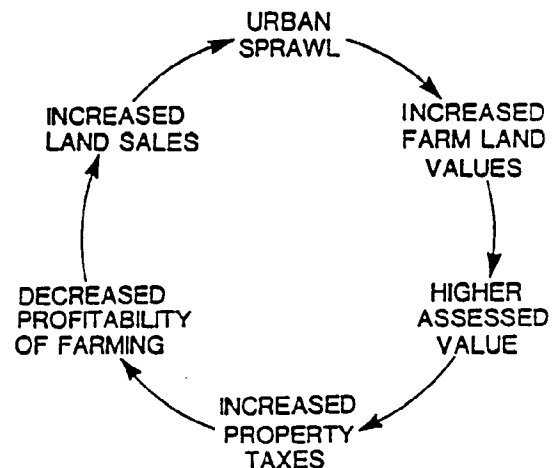
*These changes are occurring largely because local plans and zoning regulations not only permit them, but encourage them through so-called "large lot zoning" practices.*

The major threat to the future quality of life on the peninsula is continuation of the current land use pattern. The current development pattern can most charitably be described as low density sprawl. It is characterized by the fragmentation of large parcels into lots of between 1 and 20 acres in size with frontage on a county road primarily for use as the site for a single dwelling. These changes are occurring largely because local plans and zoning regulations not only permit them, but encourage them through so-called "large lot

zoning" practices. These changes seem to be slow but are insidiously changing the rural character of the peninsula in ways that have serious cumulative effects. It is, in the sage words of ancient eastern leaders, "the death of a thousand cuts." These changes are documented in Working Papers #5 and #10. Some of the negative effects of the current land use pattern are listed below:

- renewable resource lands (such as prime farm and forest lands) are being destroyed probably forever.
- the agricultural economy of the peninsula is being seriously diminished.
- a future public service quandary is being created.
- open space and scenic vistas are being destroyed.

**Figure 2-2  
DIAGRAM OF THE URBAN SPRAWL CYCLE**



Source: Dunford, R.W. 1979, *Farmland Tax Relief Alternatives: Use Value Assessment vs. Circuit-Breaker Rebates*, Circ. 617, College of Agriculture Research Center, Washington State University, Pullman, WA (Sept.)

In short, these changes are cumulatively undermining the very unique character that makes the peninsula so attractive to tourists, and hence undermining the tourist economy.

*The current development pattern is characterized by the fragmentation of large parcels into lots of between 1 and 20 acres in size with frontage on a county road primarily for use as the site for a single dwelling. These changes are occurring largely because local plans and zoning regulations not only permit them, but encourage them through so-called "large lot zoning" practices.*

The pressure to fragment rural lands and convert them from agricultural or forested cover to residential use stem largely from regional population and employment growth. The beautiful and varied landscape of the peninsula and the reasonable commuting time

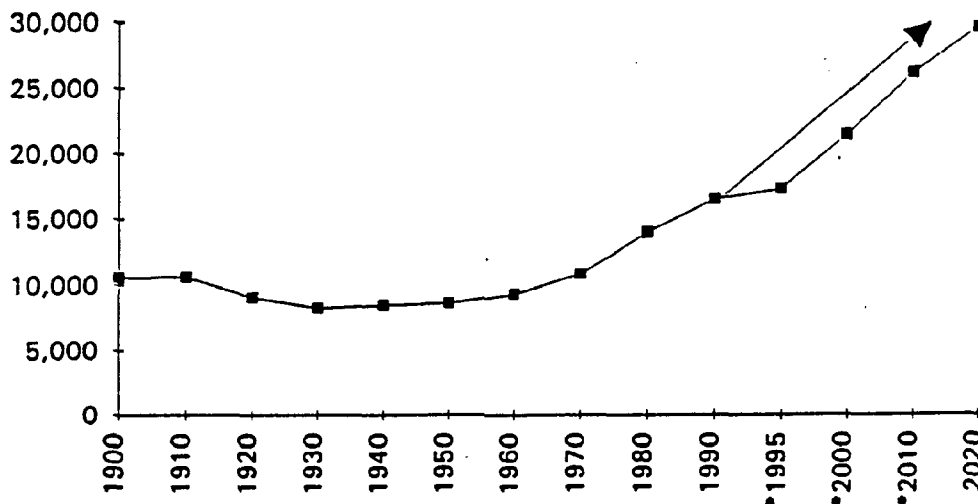
to other employment centers outside the county, contribute to the market pressure. Unfortunately, each new dwelling on prime orchard or forest land not only permanently converts that land out of renewable resource use, but also creates a new public service burden and contributes to rising taxes on the farmer—making it more difficult for the farmer to stay in business (see Figure 2-2).

From 1940 to 1990 the population in Leelanau County increased 95.9%. The increases, however, have been much greater in the townships than in the villages. For example, the population of the Village of Northport has increased by only 2%, while Elmwood Township's population has increased by 335% (See Figure 2-3).

New dwelling unit activity has skyrocketed in the last decade with over 2500 new dwellings constructed between 1980 and 1992. Almost all of this development activity

Figure 2-3  
POPULATION TREND

Leelanau County Population: 1860 - 2020



Source: Decennial Census 1980-1990. Projections, Michigan Department of Management and Budget & Planning and Zoning Center, Inc.

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has been on large lots scattered throughout the county. Most of it has not been in subdivisions with traditionally sized lots. During the past decade over 1,500 acres has been rezoned to residential (largely from agricultural districts).

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***Each new dwelling on prime orchard or forest land not only removes that land from renewable resource use, but also creates a new public service burden and contributes to rising taxes on the farmer - making it more difficult for the farmer to stay in business.***

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Between 1980 and 1992 the percentage that agricultural lands represented of total state equalized valuation fell from 17% to 9% while residentially classed parcels rose from 70% to 81%. Agricultural land value during that same period rose from \$37.4 million to \$58.3 million while residential land value skyrocketed from \$158.1 million to \$508.8 million.

Employment, on the other hand, while slowly increasing, has been concentrated in jobs that are generally low paying.

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***New dwelling unit activity has skyrocketed in the last decade with over 2500 new dwellings constructed between 1980 and 1992. Almost all of this development activity has been on large lots scattered throughout the county.***

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Population projections based on trends over the past two decades estimate an additional 4,961 persons in the county by the year 2000. The 1990 population is 16,527. This would be a 30% population increase. Thereafter rates of increase are projected to slightly decline but the base population will continue to grow to about 26,250 persons by the year 2010. See Figure 2-3.

The number of projected new housing units

is estimated to remain very high at nearly 3,000 more units by 2000. An additional 2400 are projected by 2010 and 2750 more by 2020. The long term impacts on the character of the peninsula, on public service costs and on the economic viability of resource based lands will vary dramatically based on where these new dwelling units are constructed. For example, if all the homes were on lots in twenty new 150 unit subdivisions within or contiguous to existing villages, the community character impacts would be far, far less than if they were spread on large lots across the peninsula. In the former case 3,000 new dwellings on quarter acre lots would take up only 750 acres of land, whereas if those new dwellings are built at current average minimum lot sizes and spread across the county, about 3,185 acres of land will be needed to accommodate them. This is nearly 5 square miles of land. If, as is more likely given current trends, these residences are on lots larger than current average minimums, then as many as 30,000 acres (47 square miles) could be consumed just to provide lots for 3,000 new dwellings.

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***3,000 new dwellings on quarter acre lots would take up only 750 acres of land, whereas if those new dwellings are built at current average minimum lot sizes and spread across the county, about 3,185 acres of land will be needed to accommodate them. This is nearly 5 square miles of land.***

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In contrast, employment projections based on current trends suggest that only 886 new jobs will be created by the year 2000. Only 77 new acres of commercial or industrial land will be needed across the entire peninsula to accommodate these new employees. Obviously, most new residents are projected to either commute out of the county, or not work (largely retirees). That is, of course, the current situation and it is not expected to change given the relative remoteness of the county to urban areas and the fact it is a destination location rather than a location along a route

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between two urban centers.

The implications of the continuation of current trends on the future character of the peninsula are disastrous. Unless coordinated and integrated land use planning occurs at both the county and local levels of government very soon, the landscape features of the peninsula that make it so attractive to current residents and tourists will be lost or badly damaged. Once lost, it will be very difficult, if not impossible to restore.

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***Only 77 new acres of commercial or industrial land will be needed across the entire peninsula to accommodate these new employees.***

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#### **VISUAL CHARACTER ETHIC**

It is most desirable for the rural visual character of the landscape to remain after growth accommodates increases in population and development. County citizens have indicated they do not want the landscape to take on a suburban or urban ornamental character, or the natural and rural character will be lost. The bays, lakes, rivers, streams, ridges, and rolling terrain along with woods and farms that drive the economy of the peninsula and contribute to the sense of identity of its citizens must be protected. Almost everyone feels a right to see, enjoy, and seek to help protect these resources. Protection of the unique rural character of the peninsula needs to become a fundamental part of all future planning and development decisions.

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***The implications of the continuation of current trends on the future character of the peninsula are disastrous.***

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#### **A STRATEGY TO PROTECT VISUAL CHARACTER**

The proactive participation of the county in development of the **Grand Traverse Bay Region Development Guidebook** illustrates the ways in which new development could occur in order to protect the visual character of the peninsula. Recommendations from the **Guidebook** which are incorporated into this **General Plan** follow.

The protection of scenic values can be accomplished through a variety of choices including (see also Figure 2-4):

- building most new dwellings in villages and subdivisions rather than on large rural lots.
- setting aside open land, or placing development where it has the minimum visual impact.
- clustering residential, commercial, and industrial development to retain open space.
- using plantings with predominantly naturally occurring species on areas visible from roads.
- retaining naturally occurring vegetation to the maximum extent possible.
- in building, sign and other construction, lean toward using materials such as wood, stone, or brick rather than metal, plastic, or concrete. Muted, rather than bright colors seem to suit the north country lakes, woods, and traditional farms and villages.

Pleasing, rather than chaotic views along roads can be accomplished by:

- reducing the size and number of signs.
- burying utilities or routing them away from the street.
- enhancing parking lots with landscaping.



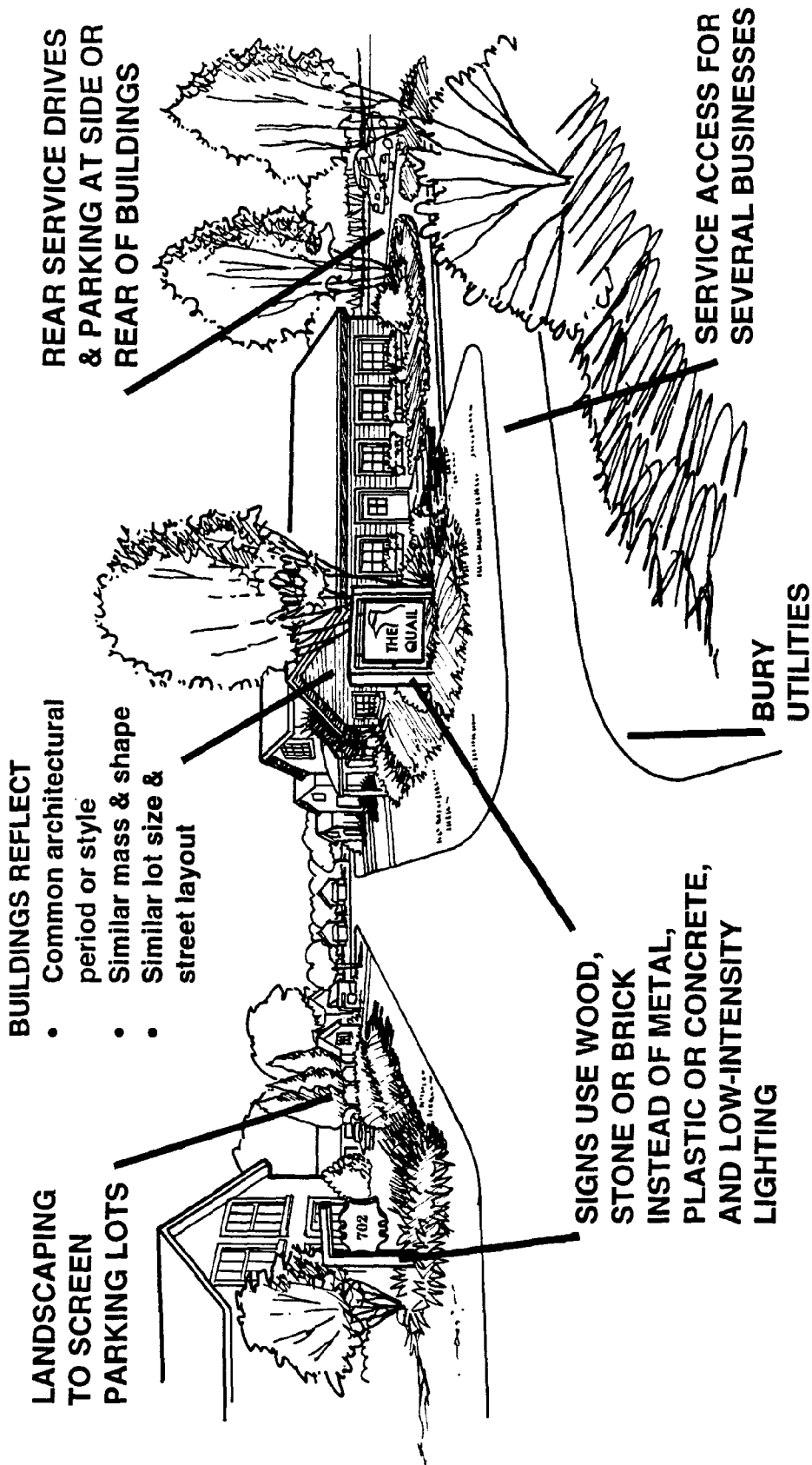


Figure 2-4  
**PROTECT VISUAL CHARACTER**

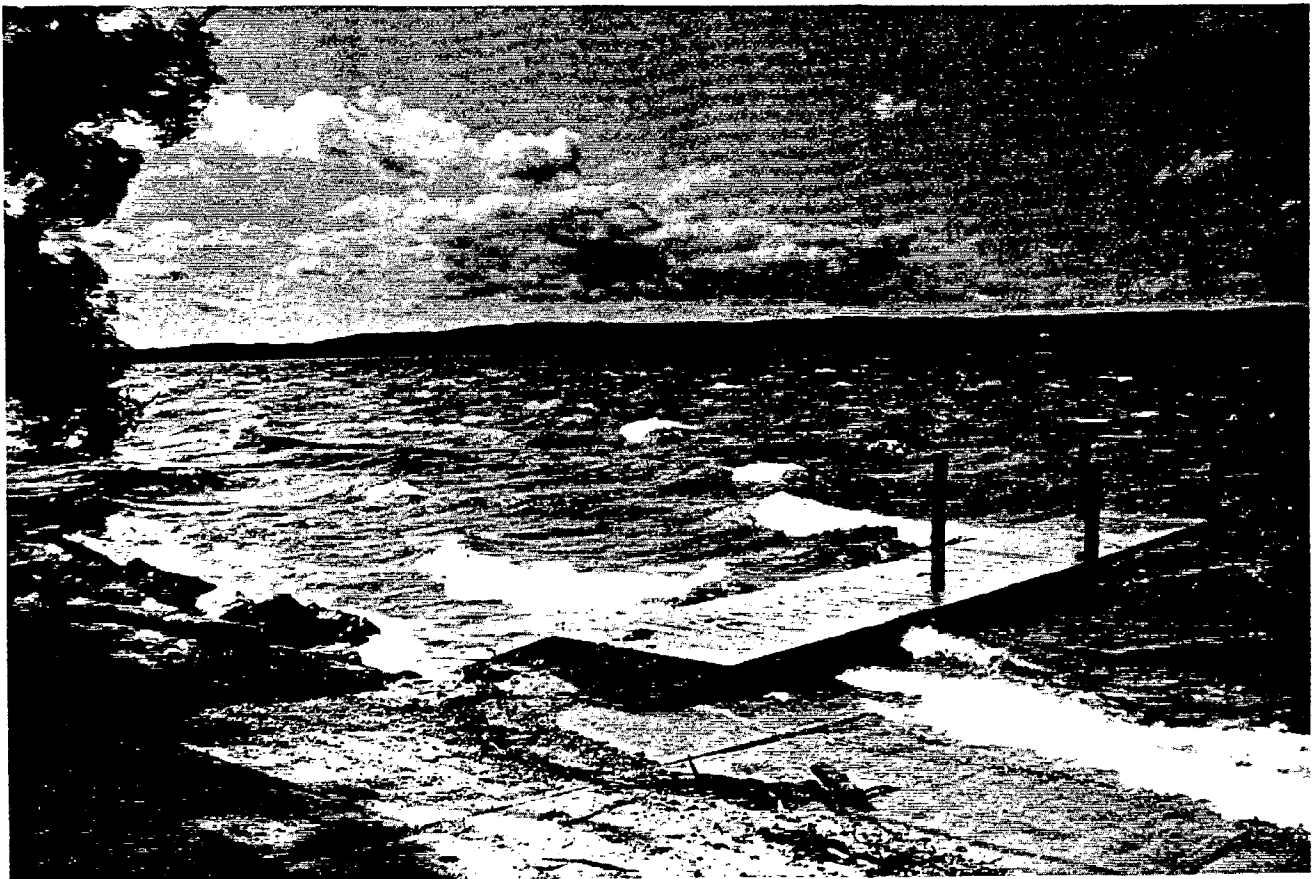
- using service drives and alleys to limit curb cuts.
- placing parking behind or beside buildings, but not in the front yard.

The character of villages should be kept intact. Key aspects of village character include:

- architectural period and style
- mass and shape
- material and color
- lot size and street layout.

At night, the stars should be visible in the sky - not obstructed by diffuse light from the built-up environment.

Future quality of life on the peninsula will depend to a great extent on the degree to which the particular rural character of the peninsula has been protected. Much of the local economy will depend on it. The sense of satisfaction residents have with their community will depend on it. Protective measures are not incompatible with additional growth because the issue is not whether or not to grow, it is where and how. It is most important to focus efforts on encouraging new development in and adjacent to existing villages, protection of existing village character, while protecting agricultural lands and other open spaces. Protection of the visual character of these areas will provide both long term economic benefits and quality of life benefits to both residents and visitors now and for many years to come.



Leelanau Enterprise Photo

## Chapter 3 WORKING WITH NATURE

### POLICY GUIDELINE: WORKING WITH NATURE

*Extensive and diverse sensitive natural features found throughout provide the foundation for the present and the future quality of life on the peninsula. They should be protected where pristine, restored where damaged, and have access and use managed for long term sustainability.*

### ENVIRONMENTAL FEATURES

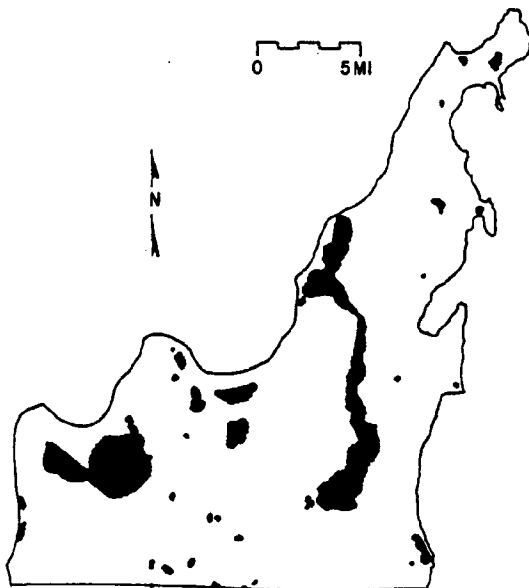
The natural environment of the Leelanau Peninsula is of exceedingly high quality. All but two short stretches of streams fail to provide the oxygen and low temperatures for trout. Most of the lakes are either oligotrophic or mesotrophic (a measure indicative of high

water quality, and clarity). Wildlife is abundant. Dunes have world class ranking. Significant land areas are in federal or state ownership to protect natural characteristics. See Maps 3-1 and 3-2.

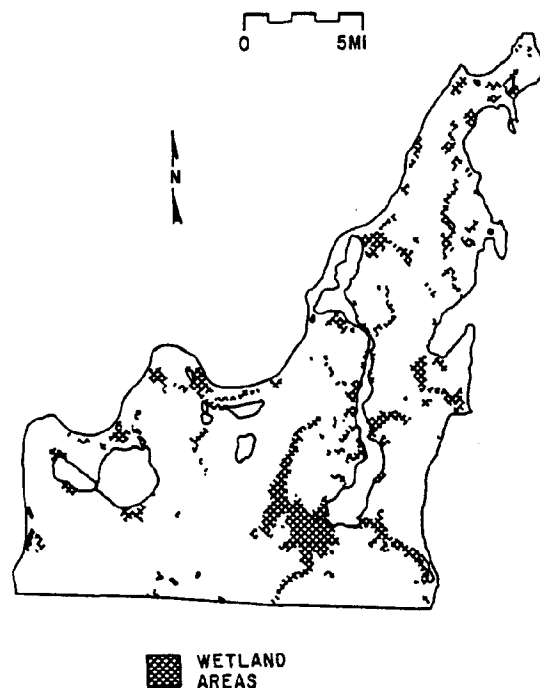
### ENVIRONMENTAL THREATS

The natural environment on the Leelanau Peninsula is at risk. While air quality is still good, ozone levels are rising due to contaminants brought from elsewhere (presumably southern Lake Michigan communities). Groundwater is extremely sensitive to contamination due to very sandy soils and 35 sites are now officially on the Act 307 list of contaminated sites in Leelanau County. Small incremental wetland fills continue to reduce wetland areas. Land

Map 3-1  
INLAND LAKES



Map 3-2  
WETLAND AREAS





*Forest cover in Leelanau County.*

fragmentation is cutting into farm and forest lands, and subsequent residential development is reducing animal habitat and hence biological diversity. About 3,680 acres of land were converted to urban (mostly residential use on large lots) between 1977 and 1990. Wildlife corridors and linked open spaces are being lost (except on federal and state land). The lack of mandatory septic system maintenance and uniform stormwater management regulations pose threats to water quality in lakes and streams from nutrients, sedimentation, and other pollutants.

Local plans and zoning regulations vary greatly in the degree to which environmental concerns are addressed. Local land use decisions often do not fully apply the environmental protection standards already included in existing ordinances.

On the plus side, however, citizen interest in environmental protection is high (see Working Paper #2, page 34) as is citizen vigilance, although it could be argued that

vigilance is sometimes misplaced (i.e., focused on a few highly visible projects while largely ignoring the "death of a thousand cuts"). The Leelanau Conservancy has quickly established itself as an important positive force in protecting lands with sensitive environmental resources. This is done by outright land purchase, conservation easements and gifts. Yet new resort developments in sensitive environmental areas continue to be proposed and to dominate local land use issues.

## NATURAL RESOURCES

The natural resources of the Leelanau Peninsula are vital to the economic health and the sense of well being of area citizens. These natural resources are interrelated biological systems. They require knowledgeable and careful stewardship for protection measures to be effective.

## STEWARDSHIP ETHIC

The natural resources of the peninsula should be treated as if they are a trust for use by all generations. Long term quality of life, a sustainable economy, and generational equity all demand this. A stewardship ethic views renewable resources as resources to be managed for long term productivity based on their potential value and contribution to local quality of life. In some cases they may be managed for single use (such as for an orchard), in others for multiple use (such as a forest for wildlife habitat, hunting, and timber production). In contrast, however, contemporary land use practices are too often focused more on resource exploitation for short term economic gain to the owner/operator without consideration of long term impacts on that or adjoining land or water resources. As a result, land is scarred, water may be contaminated, and quality of life is reduced for generations—usually by the time the damage is recognized, the exploiter is long gone.

Thus, the primary environmental goal of the **Leelanau General Plan** is the protection of unique and sensitive lands and the water resources from inappropriate and poorly designed development. This includes unique and prime agricultural lands as well as sensitive environments like dunes, wetlands, and wildlife habitat.

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*The primary environmental goal of the Leelanau General Plan is the protection of unique and sensitive lands and the water resources from inappropriate and poorly designed development.*

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It is important to guide new development in a way which works with nature rather than against nature. A healthy economy depends on a healthy environment. Where there are legitimate conflicts between proposed new development and an important sensitive natural resource, and reasonable and prudent alternatives exist, then the new development should yield to the sensitive environmental feature and be built elsewhere. Where long term sustainable economic or public safety and welfare benefits outweigh small environmental impact, then the new development should be allowed to proceed with appropriate mitigation measures. In all cases, planning and development regulation should be oriented to preventing pollution, impairment, or habitat destruction.



Leelanau Enterprise Photo

*The Lake Michigan shore.*

## ENVIRONMENTAL PROTECTION STRATEGY

The basic strategy for environmental protection on the Leelanau Peninsula as advocated by this **General Plan** follows (see Figure 3-1). More specific policies and action statements are found in Part Two.

- **Identify and avoid sensitive environments in advance.** New development could then avoid wetlands, dunes, floodplains, and endangered or threatened plant and animal habitat. Site plans need to be developed based on state, county, and local maps of sensitive resources, as well as on site specific reconnaissance.
- **Protect water quality of surface water and groundwater.** Regulations to require regular inspection and maintenance of septic tanks are needed. New regulations to manage stormwater impacts on waterbodies should be enacted and enforced based on the Grand Traverse County stormwater regulations.
- **Minimize land fragmentation of large parcels.** Uniform local zoning and land division regulations should be enacted which prevent fragmentation of prime farm, forest, and important open space lands. A transfer of development rights program (TDR) should be created to permit landowners to capture the value of development rights of open space lands in lieu of dividing the land for sale as residential lots (see Chapter 6 for more information on this technique).
- **Linking open spaces.** Wildlife corridors, habitat protection, and linkages between open spaces should be a primary consideration in the development of new local plans and peninsula-wide open space plans. Efforts should be made to acquire fee simple interests or conservation easements across such lands where they are not already in public ownership. Other efforts such as mapping biodiversity should

be encouraged whenever possible.

- **Compact development.** New residential development in the county should be encouraged in villages and in clusters on non-prime resource lands.
- **Keyhole development.** Control of private keyhole development around inland lakes has become necessary. New lakefront public access sites should be carefully sited to minimize environmental degradation and managed to avoid lake overcrowding and nuisance impacts on abutting properties.
- **Protection of renewable resources.** The protection of prime agricultural and forest lands and the promotion of environmentally sound sustainable agricultural and forest management practices can be achieved by coordinated county and local policies with the support of the farm community.



Leelanau Enterprise Photo

Figure 3-1  
ENVIRONMENTAL STRATEGY

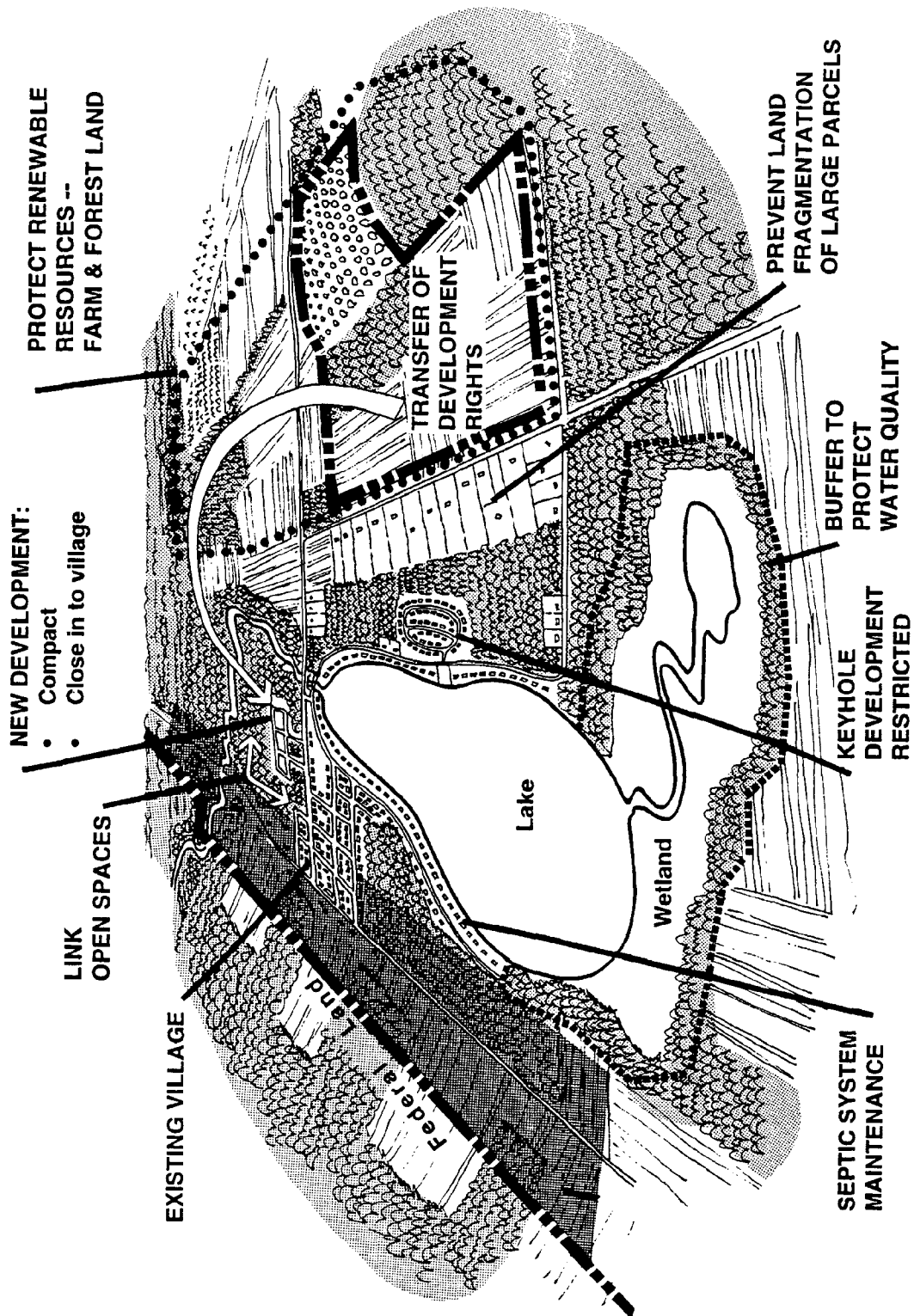


Illustration by John Warbach

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## Chapter 4 BALANCED GROWTH

### **POLICY GUIDELINE: BALANCED GROWTH**

*New residential, commercial, and industrial development on the peninsula is encouraged provided it is: 1) in locations with public services adequate to meet its needs, 2) environmentally friendly, 3) consistent with the character of development in the area, 4) consistent with local plans and regulations, and 5) compatible with the guidelines of this General Plan. In the implementation of this policy guideline, both the county and local governments would seek to ensure over time, that all the health, safety, and general welfare needs of its citizens that can be reasonably met are accommodated with a variety of land uses in the pattern proposed and in a manner which does not unnecessarily compromise options for future generations.*

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*There is no real question as to whether there will be new growth on the peninsula, it is simply a matter of where, when, how much, and what type.*

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### **CONTEXT FOR BALANCED GROWTH**

There is projected to be a continued demand for new dwellings on the Leelanau Peninsula. These new dwellings will serve some existing residents, but largely will accommodate seasonal residents, new residents who will be working, or retirees. The county will grow as both a bedroom and tourist community. New businesses will continue to be established and some existing businesses will enlarge. Many new businesses will focus on the needs of tourists, but increasingly, as the indigenous year round population increases, they will focus on the growing needs of existing residents. Limited opportunities for industrial development will

continue and will be concentrated in agricultural and high technology enterprises.

There is no real question as to whether there will be new growth on the peninsula, it is simply a matter of where, when, how much, and what type. The principal challenge is to devise an integrated and coordinated growth strategy which enjoys broad public support and that utilizes the best capabilities of county and local governments to guide growth into those locations best able to accommodate it, and/or most in need of it for the foreseeable future.

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*While the amount of new development will be a function of demand, which is not easily regulated, the location of new development, its density, and the adequacy of public services in the area are principally a function of governmental decisions.*

---

These policies should focus highest attention on both residential and agricultural land uses, due to their interrelatedness if current trends should continue. The greatest land use changes projected to occur involve conversion of agricultural and open space lands to residential use. Current trends must stop soon, or sprawl will consume critical areas of the agricultural economic base of the county and the open space that it provides.

Commercial development should be directed into existing villages and resorts and not be permitted to expand beyond planned areas. While the amount of new development will be a function of demand, which is not easily regulated, the location of new development, its density, and the adequacy of public services in the area are principally a function of governmental decisions. Coordinating consistent land use decisions is necessary to accomplish balanced growth. It



also requires local plans and regulations that are built on a common vision and which rely on common policies for their implementation.

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***This General Plan accepts the principle that environmental protection and economic development are not incompatible objectives.***

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### **BALANCED GROWTH ETHIC**

This General Plan accepts the principle that environmental protection and economic development are not incompatible objectives. Jobs are essential for the income they generate to support families. Jobs in Leelanau County are largely related to agriculture, tourism, or to serving the needs of the growing

commuter population (people who live in the county but commute to work elsewhere). Two (if not all three) of these job categories exist because of the natural resources and environmental quality of the peninsula. Without it, the jobs would be lost. Yet the job base on the peninsula is not sufficient in size to provide many new opportunities for young persons raised in the county to find work after graduation. Neither are average pay scales sufficient to support a family. Affordable housing opportunities are becoming fewer and fewer. As a result, the disparity between the higher and the lower income citizens is growing (see Working Papers # 7 and 11).

Balanced growth will require housing not only for the wealthy seasonal residents, retirees, or two income commuter families, but also for young families, the elderly, and other



Leelanau Enterprise Photo

*Aerial view of Sugar Loaf Resort (foreground), Little Traverse Lake (right), and Lime Lake (left).*

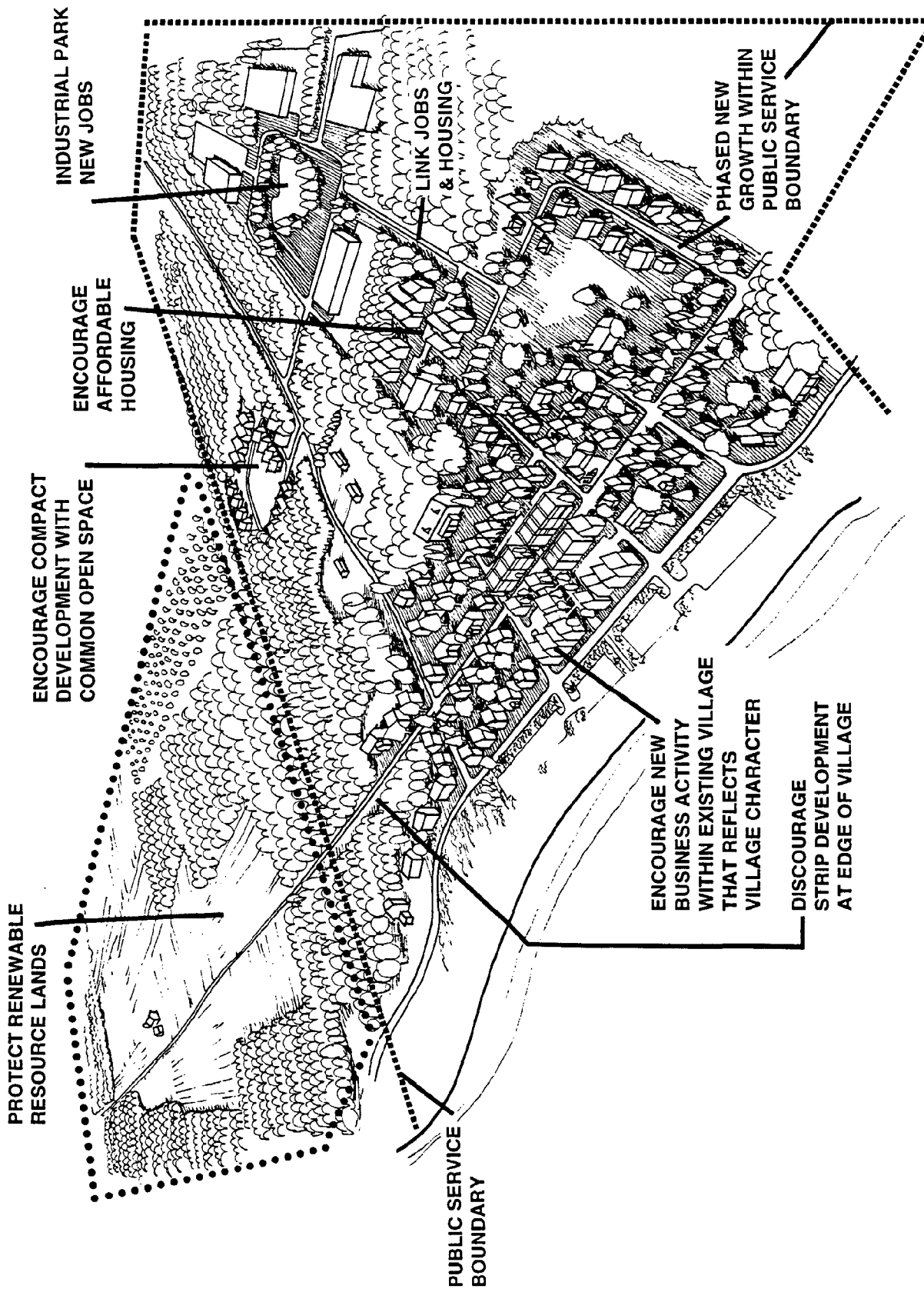


Figure 4-1  
**BALANCED GROWTH STRATEGY**

Illustration by John Warbach

low income residents. It will require new businesses to support the needs of these new families. It will require new tourist jobs and probably some new light industrial jobs as well.

Where these new homes, these new businesses and industries are constructed will affect the future quality of life on the peninsula. If the present pattern of sprawl continues for 10-20 more years, the rural character of the peninsula will be irretrievably damaged as will most of the open space not in public ownership. This will dramatically reduce, if not eliminate future tourism growth. It will also create an enormous public service burden that will not be cost-effective to meet because of the low density, spread-out pattern of development. Incremental sprawl of residences across the countryside will drive out agriculture and further narrow (rather than broaden) the tax base.

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***It will also create an enormous public service burden that will not be cost-effective to meet because of the low density, spread-out pattern of development.***

---

The solution is balanced growth that deeply respects the environment and the quality natural resources on the peninsula. The balance must be founded on the principle of sustainability.

Sustainable use occurs when the ecosystem, organism, or renewable resource is maintained indefinitely at a rate within its capacity for renewal. Sustainable agriculture respects the land and water and involves management practices that do not diminish the potential of future operators to gainfully produce crops. Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs. A sustainable economy is one which meets the needs of the present without so exploiting the environment and natural resources that future generations suffer.

In short, sustainable development means *protecting the goose that lays the golden egg*. On the Leelanau Peninsula, that means protecting the natural environment and the renewable natural resources to a greater degree than would likely be the case elsewhere. This is because most of what is good about the peninsula comes from the natural environment, and most of what sustains families on the peninsula also comes from it.

## BALANCED GROWTH STRATEGY

The basic strategy for balanced growth on the Leelanau Peninsula as advocated by this **General Plan** follows. See Figure 4-1. More specific policies and action statements are found in Part Two.

- **Significantly curtail sprawl and encourage compact development.** The future land use pattern on the peninsula will encourage new residential development in existing and adjoining villages (and perhaps new villages) and on non-prime soils or sensitive lands. Strip development will be strongly discouraged and all new commercial development will be in a village, resort or already established commercial area (such as Greilickville).



Photo by Mark A. Wyckoff

*Real estate transactions are plentiful.*

- **The existing economic base will be protected and enhanced.** Renewable resource lands will be protected for long term economically beneficial use. Activities supporting the tourist industry will be protected and enhanced but will not be expanded into new areas without careful planning. Business activity providing services to the year round population will be encouraged to concentrate in existing villages and strongly discouraged from moving to the edge of town.
- **New jobs.** New year round employment in services and light industry will be encouraged in several carefully planned industrial parks.
- **New development: where, when, how much, what type, and at what density.** Most new development will be residential but local regulations need to be changed to improve opportunities for affordable housing, especially in existing villages. New development should occur when, and only in locations which have or are guaranteed adequate public services to support the public service needs of new development. The density of new development will respect the character of the surrounding area, the capacities of necessary public services and not needlessly squander land resources. New development will occur in response to market demand and not speculatively, or ahead of necessary public facilities. In particular, new development will not result in the premature disinvestment in agriculture.
- **Phased growth.** New public facilities will be constructed to guide future growth based on annually updated capital improvements programs (CIP) prepared by each local government and the county. All CIP's will be coordinated and compatible with the General Plan.

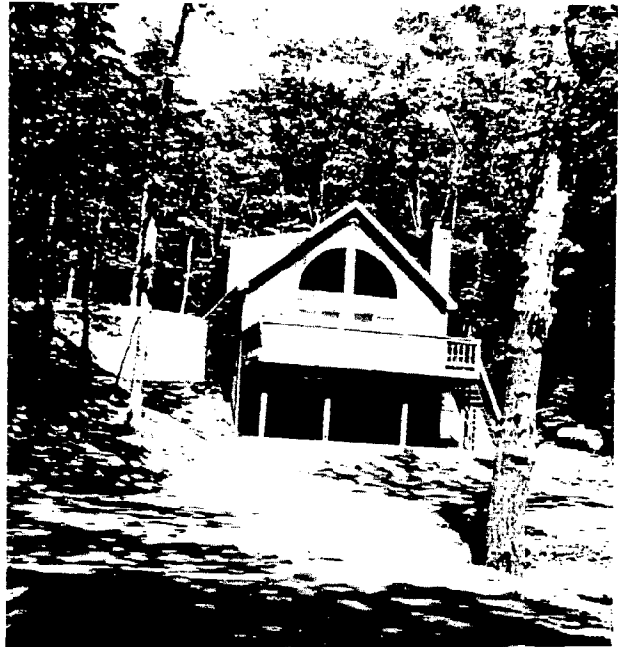


Photo by Mark A. Wyckoff

*A new home in the woods.*

- **Public service boundaries.** New public services should be provided on a planned basis within boundaries of village and rural services districts. These districts need to be designed to economically and efficiently meet the needs of land uses within them. Simultaneously, high intensity development should not be permitted outside established public service boundaries.
- **Jobs/housing/transportation balance.** As new development occurs an effort should be made to coordinate the provision of jobs and transportation so that a jobs/housing/transportation balance is achieved that results in reduced transportation demands and a greater chance for cost effective transportation services, including transit services.
- **Protect agricultural operations.** Agricultural operations need to be protected by local zoning measures that classify them as the principal and preferred use of prime orchard or other agricultural soils. Incompatible uses of adjacent land will be discouraged. Other local ordinances and programs should also be coordinated to protect sustainable agricultural operations.

- **Protect sand and gravel resources.** Lands with large amounts of marketable sand and gravel deposits should be identified and protected from conversion to other uses, or from being surrounded by residences to the degree that future extraction would be precluded. Existing sites of former extraction activities should be reclaimed.
- **Address equity concerns of large landowners.** The value of prime agricultural, woodland, and gravel lands for residential development often exceeds that of the resource value of these lands. A major effort will be made to develop a peninsula-wide program to permit large landowners to capture the development value of those

lands without having to fragment or convert those lands for development purposes. In particular, transfer and purchase of development rights will be explored (see next chapter).

- **Educational opportunities.** An effort should be made to improve opportunities for continuing education and government officials will support the initiatives of public schools to produce graduates with job ready skills.
- **Health and human services.** An effort should be made to improve health services and access to them.

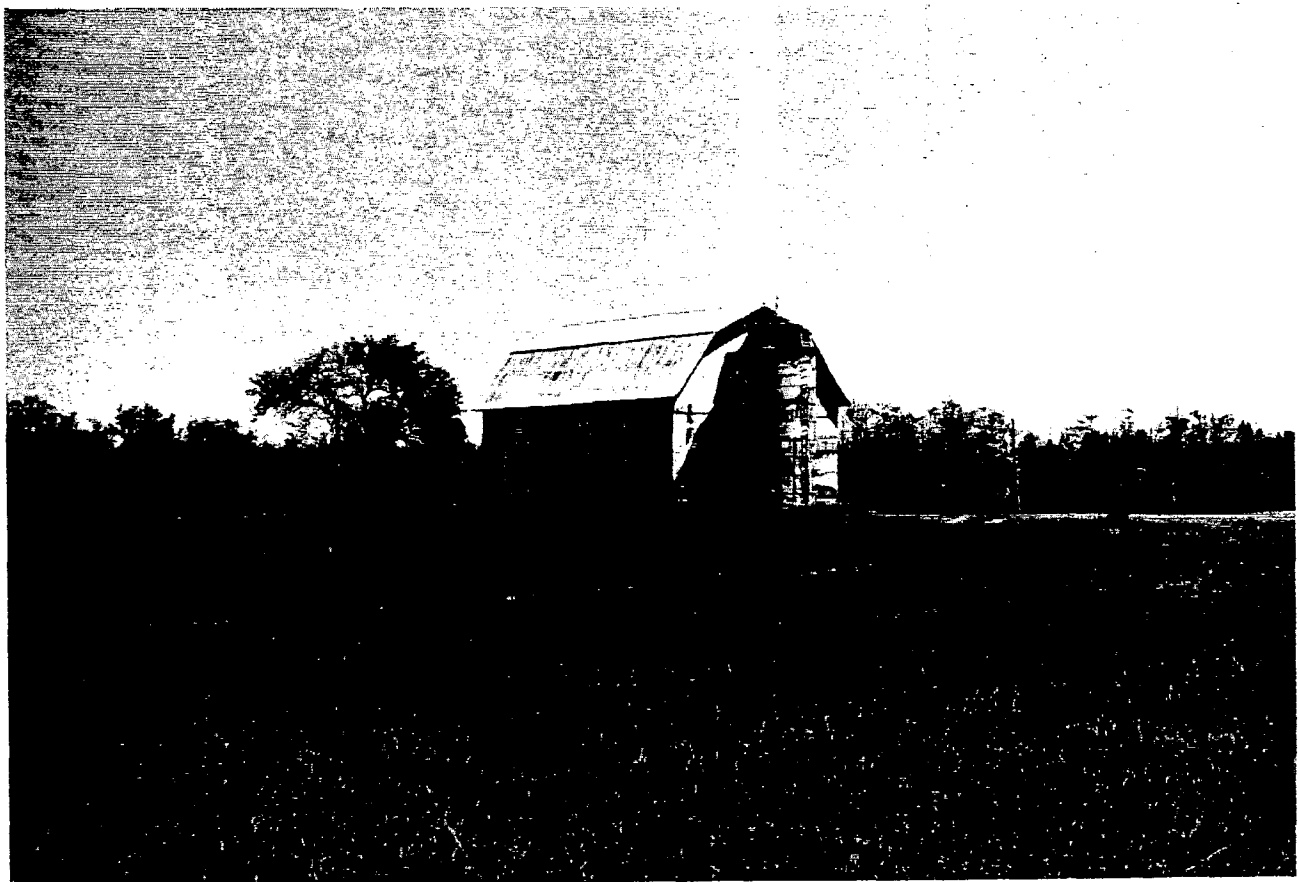


Photo by Mark A. Wyckoff

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## Chapter 5

### GROWTH GUIDELINES AND DECISION MAPS

#### POLICY GUIDELINE: MANAGED GROWTH

*Local comprehensive plans and local development regulations (including for example, zoning and subdivision regulations) should be updated and thereafter maintained, to include goals, objectives, policies and strategies for managing future growth compatible with the Leelanau General Plan. Local plans should include more specific land use and density proposals at the parcel-specific level. Local regulations should focus on design and other issues of local significance. Public facilities should all be constructed according to*

*local capital improvement programs that are coordinated at all governmental levels on the peninsula.*

#### GROWTH MANAGEMENT TOOLS

The preface presented the principal goal of the Leelanau General Plan. Chapters 1 - 4 presented principal policy guidelines and explanatory text in support of this goal. This chapter explains a variety of existing and new tools that could be employed by the county and/or local governments in the county to



Leelanau Enterprise Photo

An aerial view of Sugar Loaf Resort.

increase significantly the chances for successful implementation of the Leelanau General Plan. Part Two of the plan presents specific policies and action statements to give even clearer direction on steps that can be taken to implement this plan. Part Three focusses on the institutional structure necessary for successful implementation.

Following is a description of the key growth management tools and techniques proposed to be used. Many relate to elements included in the decision maps included in the last section of this chapter. Some of these tools can be used under existing statutes, others will require new enabling legislation. Some can be implemented by individual actions of the county or local governments while others require coordinated actions by multiple units of government.

## COMMUNITY TYPES

Identification of community types enables citizens and officials to categorize areas of planned high, medium, and low density development as well as to identify those areas most likely to need improved public services in the future and/or around which new development could be clustered. The density classes referred to here are "average densities" for development, a term not to be confused with "minimum lot size." Average density refers to the density that results by dividing a total number of future dwellings by the total acreage of a large land area. The number of dwellings on each parcel within the area in question may be a different size than the "average." See Figure 5-1. In contrast, zoning ordinances typically establish minimum lot



Photo by Mark A. Wyckoff

Downtown Leland, looking south.

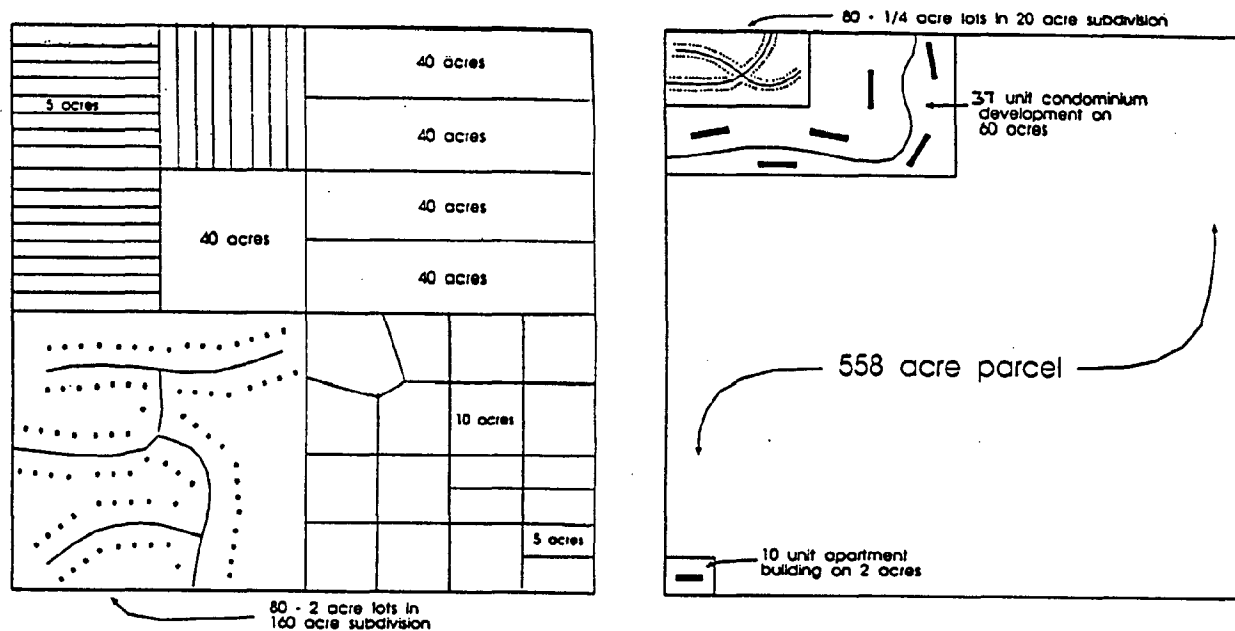
below which no smaller parcel may be used. The average density of an area is a better measure to use in the **General Plan** because many parcels of varying dimensions are already built upon and new dwellings could be clustered on a portion of a property to protect open space. Under clustering, the average density remains low while the density of the area with homes may be much higher. It is rather like the census-derived figure of 0.07 persons/acre in all of Leelanau County. This is an average density figure. However, within Suttons Bay or Northport, the average density is much higher.

The following community types have been identified and mapped in Leelanau County (See Map 5-1):

**Urban Center.** The economic core of a region, characterized by a high concentration of activity that may be but is probably not coterminous with municipal boundaries. The urban center typically provides employment opportunities for a large number of people within the region. It also provides a significant portion of the region's economic and tax base. Urban centers are characterized by an average density of one unit per 10,000 square feet in platted areas, to one unit per one-half ( $\frac{1}{2}$ ) acre in unplatted areas not serviced by a municipal sanitary sewer system.

**Rural Center.** A local activity hub consisting of residential neighborhoods, a surrounding rural area, and a core of small businesses. Modest

**Figure 5-1  
AVERAGE DENSITY IS THE SAME**



Average density refers to development within a geographic area, such as that area in a community which may be planned for "low density residential" development. Average density is established by dividing the total acreage within the specified area by the number of dwelling units planned for the same area.

Cannon Township Comprehensive Plan, Planning & Zoning Center, Inc.



in size, it may or may not be an incorporated municipality. Some employment opportunities exist within the rural center. Average parcel densities ranging from 10,000 to 15,000 square feet are common, mostly the result of platted subdivisions.

**Resort Center.** A seasonally active area with housing that is mostly geared to the needs of a transient population with limited public services and limited commercial facilities like gift shops and restaurants. Average parcel densities are similar to that of the rural center, but may range as high as two (2) acres in some areas.

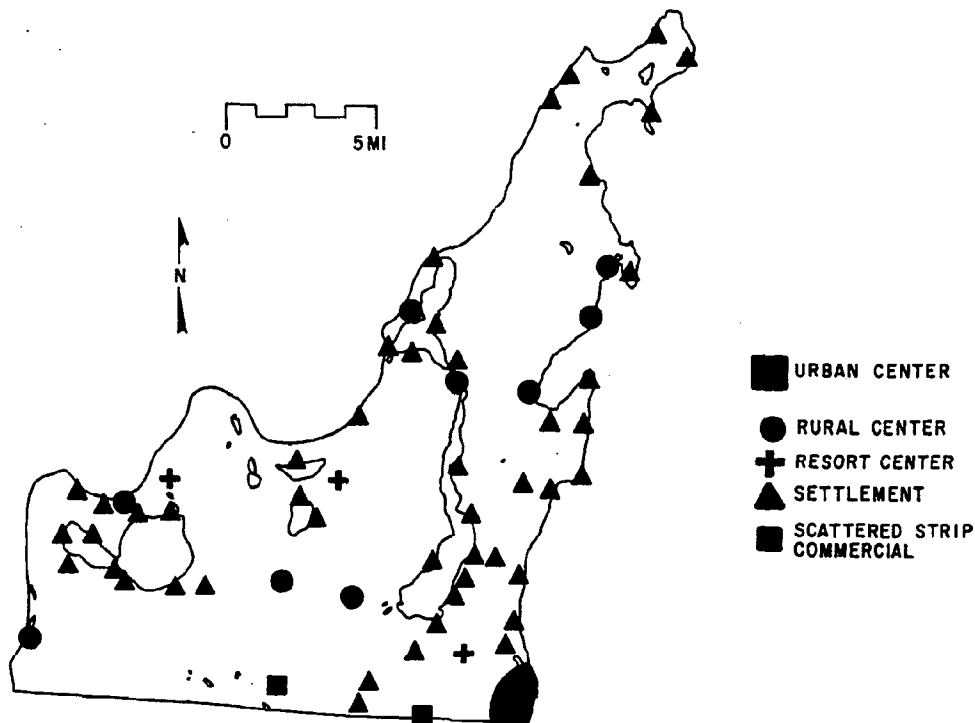
**Settlement.** A small, relatively isolated community which may not have an associated commercial center, typified by clusters of residential parcels of one-half ( $\frac{1}{2}$ ) to five acres in size. Minimal employment opportunities exist, if any.

**Compact Commercial Centers.** An area of commercial development not associated with any other commercial development. It exists independent of a traditional town or village setting. Often, little if any residential development is associated with the compact commercial center area. Typical development densities average one building for every three (3) to five (5) acres, with some areas averaging as high as one building per ten (10) acre parcel.

#### TDR AND PDR

Transfer of development rights (TDR) and purchase of development rights (PDR) are techniques which involve the sale of development rights. A development right is a severable property right like an easement or mineral right. Once all development rights are sold, the property can thereafter never be used

Map 5-1  
COMMUNITY TYPES



for a structural development purpose (like a residential subdivision or commercial establishment). In most cases, nonstructural use rights (such as for agriculture or forest management) remain. TDR and PDR have special value as growth management tools because they permit landowners to capture the economic value of land for development purposes without actually developing it. Unfortunately, TDR is not currently a legally authorized technique for use by Michigan communities, although it is used in seven other states. Legislation has been drafted, but not enacted, to permit its use in Michigan. The legislation was drafted under the auspices of

the Intergovernmental Growth Management Consortium (Consortium) of which Leelanau County is a member.

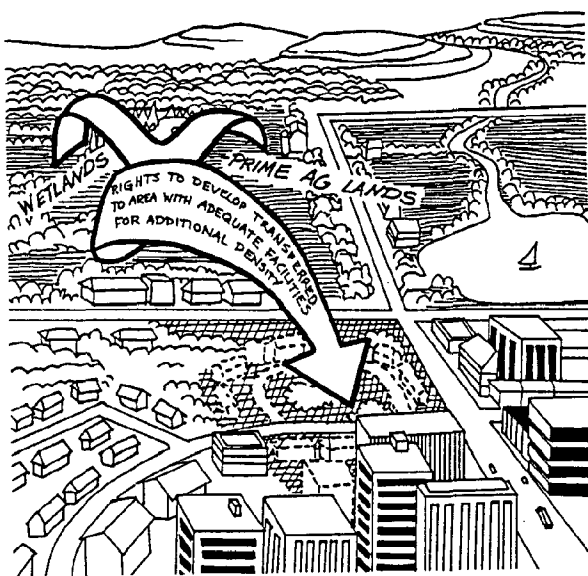
TDR is a technique which permits protection of sensitive resources, renewable resource lands, historic resources, or other areas of special community significance by reducing permitted development density in those areas while still allowing the landowner to capture the economic value of the development rights in the land. This is done through the creation of "sending" and "receiving" zones where development rights in sending zones are sold to buyers (developers) for use in receiving zones. Buyers of development rights can then build at a higher density than without development rights. See Figure 5-2. TDR will be most effective in Leelanau County if structured on a peninsula-wide basis. Key agricultural lands and other sensitive lands could be places into the sending zone. Multiple receiving zones could be established. They would largely be in villages and in the southeast corner of the county (near Traverse City) or in an area proposed for a new town.

PDR involves the purchase of development rights (or conservation easements) for permanent retirement, thereafter forever protecting the land from development. PDR is currently authorized under the Conservation and Historic Preservation Easement Act. New legislation (proposed by the Consortium) would broaden this authority. If a way of financing such purchases could be established, PDR could be used to purchase development rights on key parcels throughout the county to protect important public viewing opportunities, especially along public roadways.

#### P.A. 116

The Farmland and Open Space Preservation Act (P.A. 116) provides an opportunity for farmers to enroll land in the program for periods from 10 - 99 years in return for tax credit. For many active farmers, the tax credit

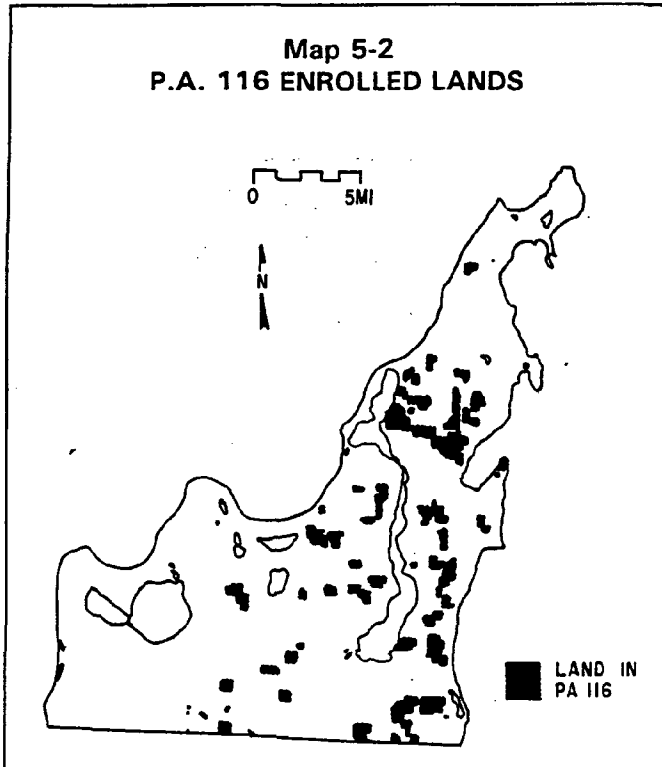
**Figure 5-2  
TRANSFER OF DEVELOPMENT RIGHTS**



Planning & Zoning News, October 1990.

Development rights are analogous to mineral rights. Once established, they could be bought and sold under a local transfer of development rights program. It is an equitable way to allow a landowner to "capture" development value without changing land use.

**Map 5-2**  
**P.A. 116 ENROLLED LANDS**



equals or exceeds property taxes. Many farms in the county are enrolled. It is an important protection technique. A concerted effort should be made to encourage carefully considered enrollment as another growth management tool in those areas with prime orchard or prime farmland soils. Similarly, an analysis will be made and periodically updated of parcels in which the P.A. 116 enrollment will soon terminate in order to identify parcels "at risk" of conversion to other uses. (Map 5-2.)

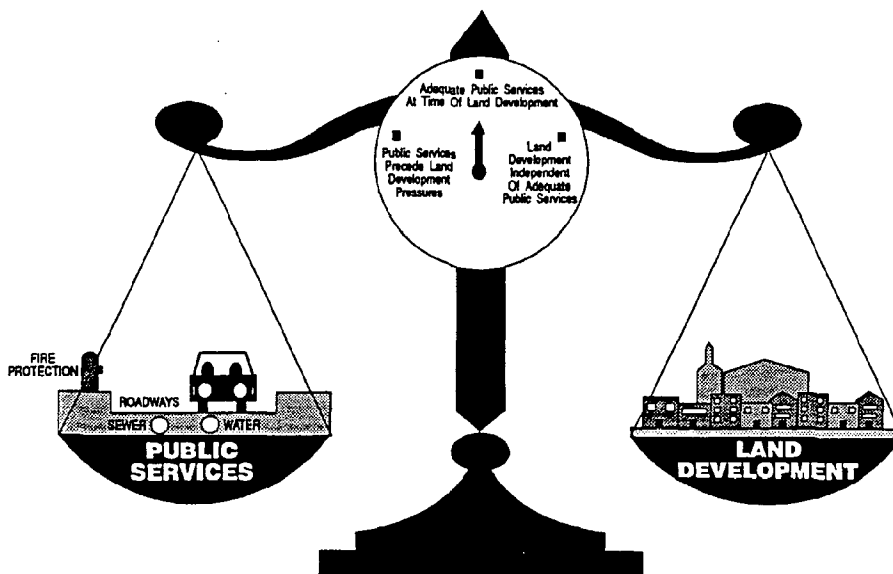
### CONCURRENCY

This growth management technique requires that new development occur only when the public facilities and services necessary to meet its service needs are in place. Thus, if a paved road and/or sewer line were necessary to mitigate impacts of a proposed new use, they will have to be constructed before, not after the new use was

**Figure 5-3**

### CONCURRENCY

**A QUESTION OF BALANCE**



Planning & Zoning News, March 1991.

established. Currently, it is not easy to require new development concurrent with adequate public facilities. See Figure 5-3. With good planning and consistent implementation, it is possible to so require with some special land uses and planned unit developments. It is not possible to apply to a rezoning. In order for this technique to be effective, it needs to be used in conjunction with capital improvements programming. The Consortium has drafted enabling authority to use concurrency as a growth management tool in Michigan. Consistent county/local planning and coordinated capital improvement planning can give many of the same benefits without new legislation.

### **VILLAGE AND RURAL SERVICE DISTRICTS**

The creation of village and rural service districts allows communities to identify areas in which specified public services will be provided during a planning period, areas in which partial or limited services will be provided, and areas in which few if any public services over and above current levels will be provided (rural service district). An urban services district should be established in the southeast corner of Elmwood Township in recognition of the urban character and service level of that area. The specific services to be provided within the planning period for each services district must be identified. This approach helps direct growth into areas where necessary public services are adequate. It also permits the development of a long term public service strategy linked to a capital improvements program (CIP).

### **CAPITAL IMPROVEMENTS PROGRAMS**

A CIP is an annual listing of proposed public facilities or major improvements to be constructed in the next six years along with their proposed location, method of financing, when they will be constructed, and who is responsible for them. When each community in the county (including the county itself)

prepares a CIP and coordinates public facility improvements consistent with the established village and rural service districts, a strong tool for guiding growth is created.

### **OFFICIAL MAP**

This technique involves mapping the location of all new proposed public facilities to be constructed and all new public lands to be acquired within a planning period. Both private and public development decisions can be improved by common knowledge of public infrastructure and facility improvements. This is most beneficial when mapped on a county-wide basis. Each local government should prepare and periodically update an official map and send it to the County Planning Department. There a single official map could be prepared depicting all county agency-proposed public facilities with all the proposed local government facilities. It is best prepared and updated in conjunction with a coordinated CIP process. The Consortium has drafted new official map legislation, but such maps can be prepared as part of a local planning process without legislation. However, they have no legal consequence and are only a planning tool. The inclusion of proposed state and federal public facilities would further strengthen the use of this tool.

### **LINKED OPEN SPACE SYSTEM**

As new development occurs on the peninsula, the existing network of open spaces will become smaller and fragmented. By identifying the most important wildlife corridors and open spaces now, it is possible to create linkages that protect wildlife and permit wise recreational use. This should be a primary consideration in the development of new local plans and peninsula-wide open space plans. Efforts may be made to acquire fee simple interests or conservation easements across such lands where they are not already in public ownership. Other efforts to promote biodiversity should be encouraged whenever feasible.

## Open Space Zoning

Open space zoning is a set of techniques which permit residential development while maintaining a strong sense of rural community character and protection of environmental resources. Open space zoning establishes the protection of open space as the primary site development consideration of which the clustering of dwelling units and/or lots is a fundamental component. In this context, clustering means the positioning or grouping of dwelling units or lots upon a small portion of the site. The term clustering is applicable to both single family dwellings on individual lots in a small group surrounded by open space, as well as to a group of dwelling units with shared wall construction.

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***The maximum provision of open space consistent with the rural character of an area is the priority consideration in open space zoning provisions.***

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Open space zoning developments differ from traditional planned unit developments (PUD's) in that PUD's often place priority upon the clustering of dwellings around common areas to minimize infrastructure costs, and the provision of open space is often a secondary consideration. In particular, there is usually less open space in a traditional PUD than in open space development. In addition, traditional planned unit developments have been used more in urban and suburban locations as an alternative to a traditional subdivision rather than as alternative to strip-residential development (a primary reason for its use in a rural area). The maximum provision of open space consistent with the rural character of an area is the priority consideration in open space zoning provisions.

Open space zoning is characterized by three fundamental components. First, a significant portion of the site is protected as permanent open space. Second, residences are clustered to maximize the quantity and quality of open space on the site. Third, site development maintains a low visual impact, particularly along the public roadway. This is very

important because the image a person has of the rural character of an area is typically formulated largely based on the experience of that area from the roadway corridor providing access to and through it. Consequently, if that corridor changes from a natural or indigenous rural character to one characterized more by intermittent large-lot single-family homes (often stripped adjacent to the county road), then the perception of the character of that area has been dramatically altered.

### Benefits of Open Space Zoning

There are a variety of public and private benefits associated with open space zoning. Public benefits include:

- Preservation of open space, preservation of rural character, preservation of environmentally sensitive areas, and preservation of significant vistas.
- Close-to-home recreation opportunities.
- Minimization of through traffic in residential areas.
- Minimize public service costs.

Private benefits include:

- Allowing owners of large parcels, such as farmers, another option to develop their land through methods other than the large lot split option.
- Often, farmers can still go on farming in protected open space areas, but the value of the land for residential purposes has been captured by the farmer - yet no houses are built.
- Existing rural residents are assured of maintenance of the long term rural character of their area. This also include a greater assurance of minimized taxes for public services since higher service levels are not needed.

Source: Planning and Zoning News, March 1992, pgs 7 and 8.

## IMPACT ASSESSMENT

Uniform procedures and checklists for evaluating projects in or near sensitive environmental areas or with significant public service impacts should be developed and widely distributed for use by all local governments in the county. This will permit equal treatment of projects while coordinating decisions on developments that may have impacts beyond the borders of a single jurisdiction.

## MODEL ORDINANCES

Similarly, model ordinances may be developed and made available for adoption and use throughout the county. The sample ordinances prepared as part of the Grand Traverse Bay Region Development Guidebook project (which Leelanau County cosponsored) will be the starting point for this effort. These sample regulations address land division and access control issues, natural resource protection issues, and community character issues.

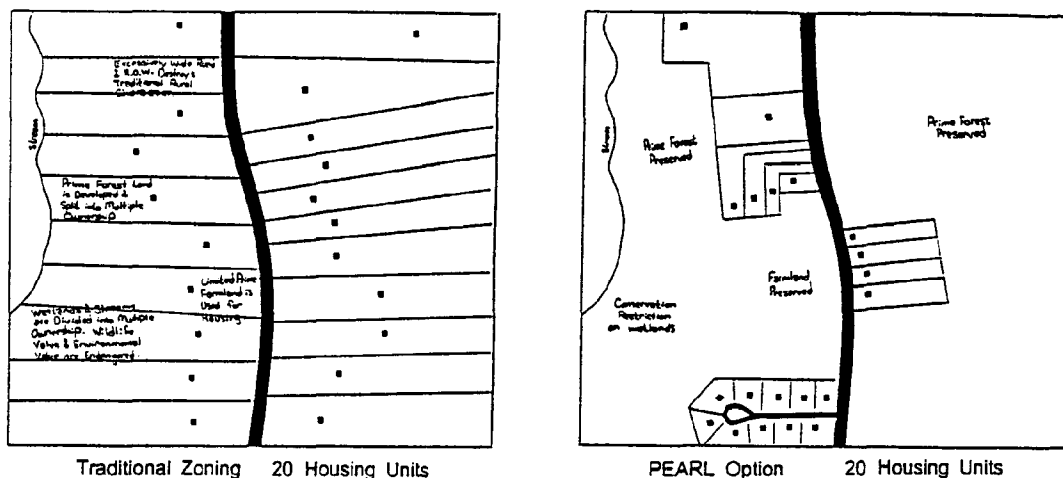
## OPEN SPACE ZONING

properties with non-prime agriculture or forest land soils that are not subject to more specific protection mechanisms could be developed without unnecessary loss of open space with a variety of open space protection techniques (see previous page). Sample zoning language has been developed as part of the Grand Traverse Bay Region Development Guidebook project. A variation should be widely promoted for uniform use across the peninsula. See Figure 5-4.

## GIS AND DATA SUPPORT FROM THE COUNTY PLANNING DEPARTMENT

The Leelanau County Planning Department will provide mapping (using its GIS system), data, and technical support services to local governments engaged in planning activities compatible with the plan at cost or less (at a subsidized rate).

Figure 5-4  
ALTERNATE ZONING PATTERNS



Traditional zoning pattern (left) contrasted with an open space or rural cluster zoning pattern (right).

Source: PEARL, Livingston County Planning Department, June 1991, p. 12.

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## **LEELANAU GENERAL PLAN DECISION MAPS**

Following is a description of three maps which graphically illustrate key planning concepts promoted by the Leelanau General Plan. These maps are intended to help explain, and thereby improve understanding of these concepts. It is expected that these maps will be used by decision makers when carrying out their responsibilities for future local or county planning or development regulatory decisions.

### **Future Land Use Map**

Preservation of peninsula character is the central focus of the Future Land Use Map. As previously mentioned in this plan, the visual character of familiar landscapes are important image guideposts people use to find their way in daily activities.

The Future Land Use Map presents a generalized pattern of uses. The Leelanau General Plan is not, nor should it be, a detailed duplicate of a zoning map. Small-area land use decisions should appropriately be made at the scale of township and village plans and in subsequent zoning actions, each compatible with the policy guidelines of the Leelanau General Plan.

The Future Land Use Map does not, nor should it, distinguish between existing and proposed uses, or different levels of road improvement or "overlay" concepts such as environmentally sensitive districts. The map blends them into the overall fabric of the plan. The Future Land Use Map is prepared in a way to more accurately identify land use areas and designations.

The various elements appearing on the Future Land Use Map are as follows:

- **Agricultural Land**  
Agricultural lands depicted on the map include the central peninsula farms, ridge-top farms, and orchards.

- **Important Natural Features**

Major wooded areas including the southwest forests, Northport woods are among the important natural features shown. Lakes, wetlands, key streams and drains are among the selected water features appearing on the map. Dune lands, including those classified by the Michigan Department of Natural Resources as "critical dunes," are also shown.

- **Urban Areas**

Commercial and residential areas are the primary urban classes delineated on the Future Land Use Map. Residential areas are classified as high, medium, or low density.

- **Terrain**

Three major topographic features of the Leelanau Peninsula are displayed in map form. These include glacial ridges, valleys, and the Northport Flats.

### **Policies Map**

The Policies Map is a combination of the various summary maps included in the chapters of the Leelanau General Plan. The map highlights local government initiatives and specific land uses, policies or concerns, some of which are translated into land use designations on the Future Land Use Map. The Policies Map uses symbols and generalized patterns to suggest its intentions.

The Policies Map and Future Land Use Map are equally important elements of the Leelanau General Plan and should be viewed together. The various elements appearing on the Policies Map are as follows:

- **Community types**

Community types shown in terms of "average density" are depicted on the Policies Map to allow citizens and officials to identify areas most likely to demand certain public services. The five community types shown on the map are urban centers, rural centers, resort centers, settlements,

and compact commercial centers. Community service districts are also presented on the map.

- **Sensitive Environments**

Habitats of unique and endangered species, as identified by the Michigan Department of Natural Resources, are shown on the Policies Map. Wetland areas, stream corridors, dune lands, and high risk erosion areas are among the sensitive environments rendered on the map.

- **Public/Quasi-public Facilities**

Boating harbors, public water access points, and historic places are included in this category. Public water access points shown include designated Department of Natural Resources access sites and public road ends.

- **Recreation Facilities**

The Sleeping Bear Dunes National Lakeshore, Leelanau State Park, Pere Marquette State Forest, local parks and golf courses are among the recreational facilities included on the Policies map.

- **Institutional Facilities**

Schools and government facilities are shown on the map, as are major solid waste disposal facilities consisting of the landfill and recycling drop-off stations.

- **Other**

Other elements of the Policies Map include illustration of the following:

- Major "receiving areas" for Transfer of Development Rights (TDR) programs
- Target areas for Purchase of Development Rights (PDR) programs
- Known mineral deposit areas

## **Transportation Map**

The Transportation Map divides the road system into functional classifications. Functional classification does not deal with either number of lanes or right-of-way. It deals

with the function of roadway and addresses the degree to which the road serves to provide local access to abutting properties versus longer trips connecting more distant destinations by higher level roadways. Roads that run continuously for several miles and serve to connect several areas together, tie into other important roadways and are the most direct means of travel between communities and other highways would probably be shown as an *arterial roadway*. Likewise, roads intended to serve only local travel would be classified as such. No State trunkline ("M" roads) has a classification under that of major arterial.

Other features shown on the Transportation Map include airplane landing fields, the Leelanau Transit Company Railroad, marina facilities, and roads with improved shoulders that may be used for non-motorized transportation. The most significant proposed road improvements are also illustrated on the map.

A more formal definition of the road classification scheme follows:

**Major Arterial:** The function of a major arterial is to convey traffic between municipalities and activity centers, and to provide connections with intrastate and interstate roadways. Significant community, retail, commercial and industrial facilities may be located along major arterials. Major arterials are intended to accommodate higher speeds and levels of service, not to provide access. Therefore, access management is desirable for preserving capacity. Of course, travel speed are reduced in heavily populated areas. The state trunklines of the Leelanau Peninsula serve as major arterials. Non-motorized traffic should be limited, if not prohibited on major arterials.

**Minor Arterial:** A minor arterial serves as a major "feeder" street. Signals may exist as needed, and side street traffic must yield to traffic on the minor arterial. Minor arterial interconnect residential, retail, employment and recreational activities within and between



communities. Operating speeds are may be lower than those of major arterials, but seldom fall below forty-five (45) mile per hour. Some non-motorized traffic can be accommodated in minor arterials. Most roads included in the county primary network are classified as minor arterials.

**Major Collector:** A major collector carries and distributes traffic between access roads, minor collectors and minor arterials. The primary function of the major collector is free traffic flow, therefore, access to homes, parking, and deliveries should be somewhat restricted. Roads in this category can easily provide for non-motorized traffic. In some areas, minor retail or other commercial establishments may be present. Some county primary roads and longer local roads are classified as major collectors. Travel speeds range from thirty-five (35) to forty-five (45) miles per hour, but are higher on open stretches.

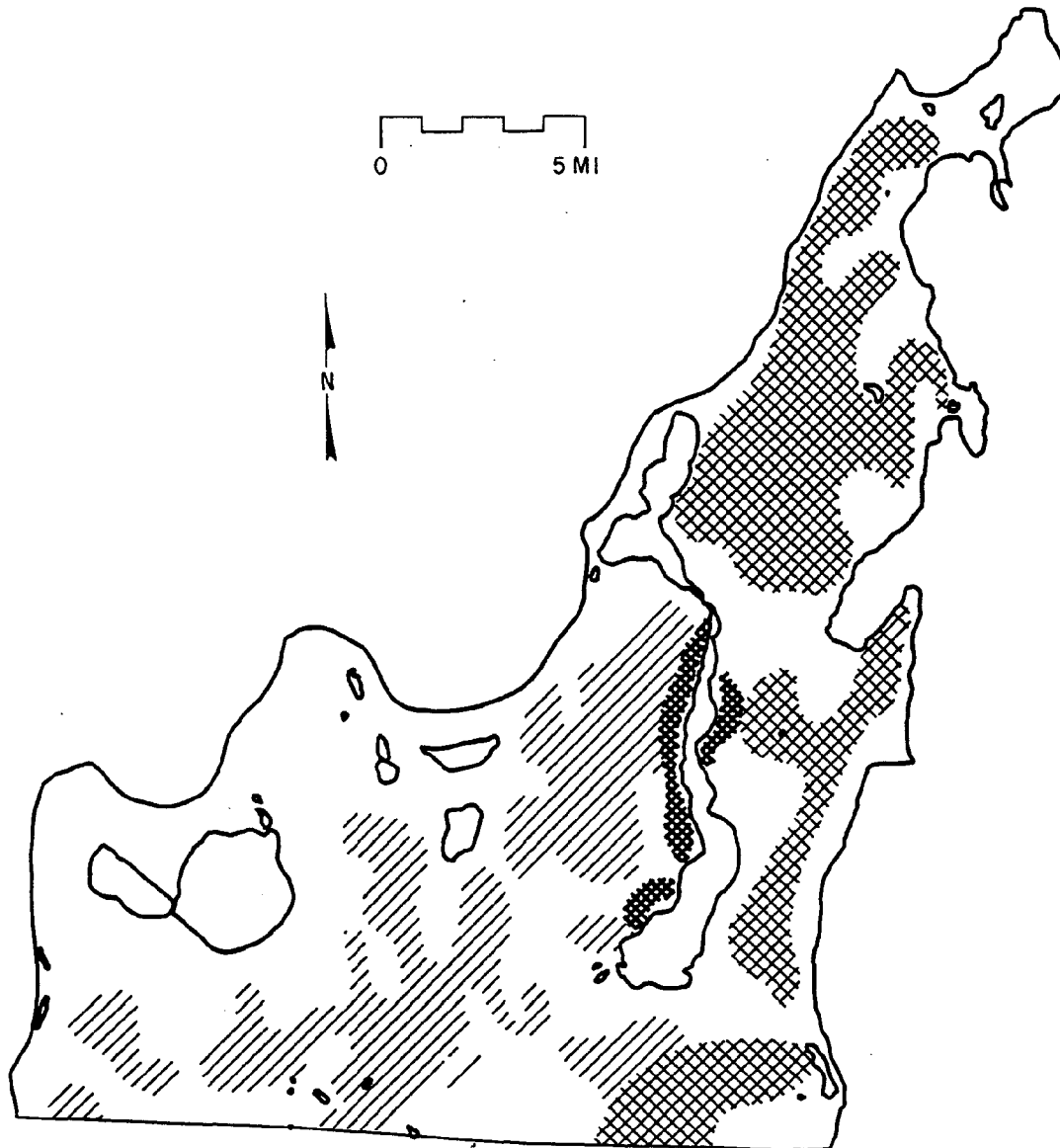
**Minor Collector:** Minor collectors provide access to individual parcels and carry traffic to and from access roads. Traffic usually originates or has a destination point in the immediate area of the minor collector. Local county roads of one to five miles in length are typical of those classified as minor collectors. Non-motorized traffic makes greatest use of minor collectors. Travel speeds range from thirty (30) to forty-five (45) miles per hour, but are higher on open stretches.

**Access Roads:** Access roads serve to provide access to any land use setting. Traffic having origin or destination on the street is typical of that found in this classification. Trip length is usually short and movement is incidental, involving travel to and from collector facilities. Maximum travel speeds reach twenty-five (25) miles per hour and may be lower in certain circumstances, i.e. school zones. These roads, usually thought of as community residential and subdivision streets, are not conducive to through traffic.



Photo by Mark A. Wyckoff

Map 5-3a  
FUTURE LAND USE MAP  
Agricultural Land



CENTRAL PENINSULA  
FARMS

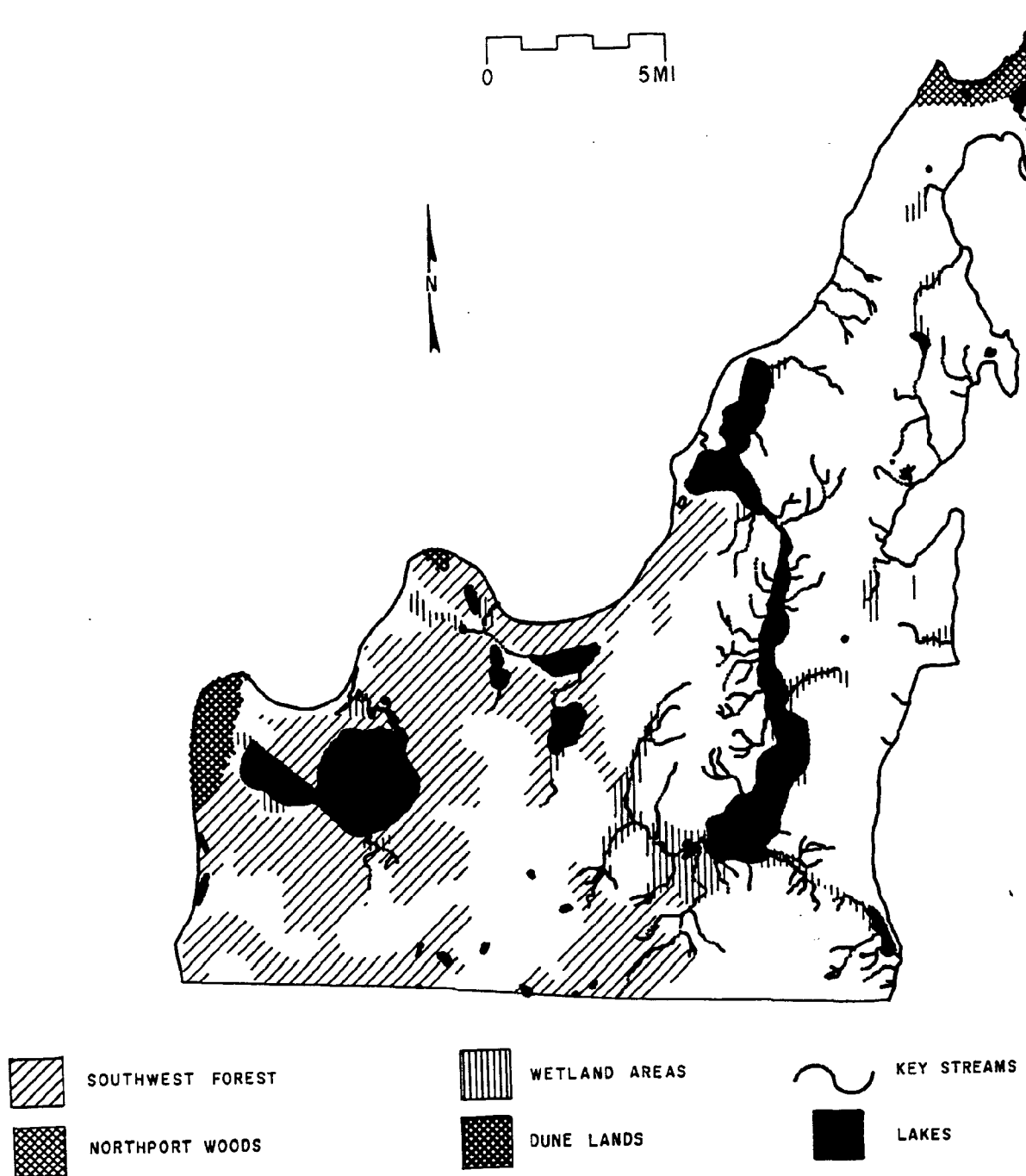


RIDGE - TOP  
FARMS

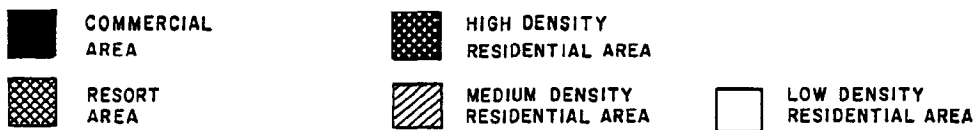
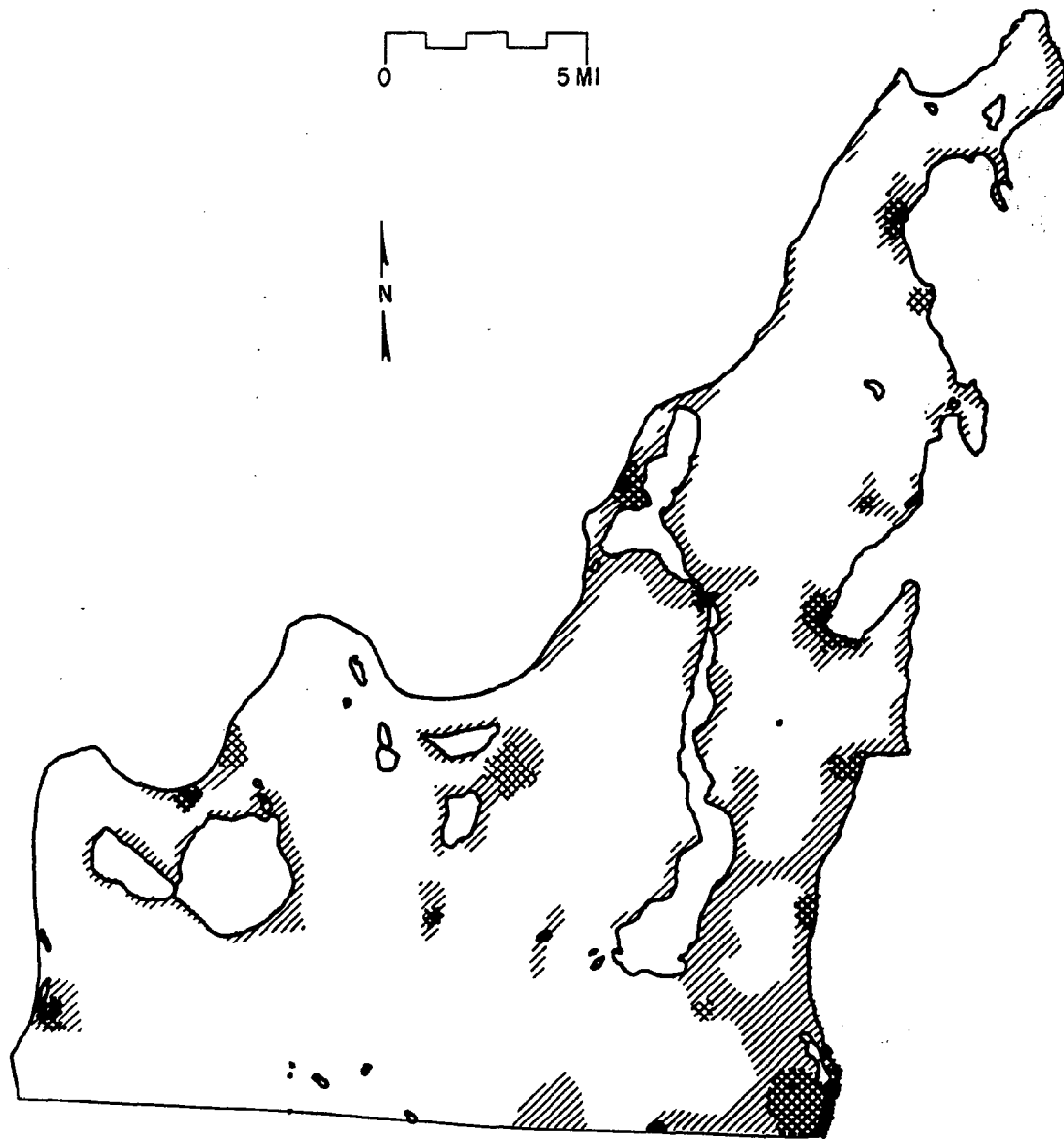


ORCHARDS

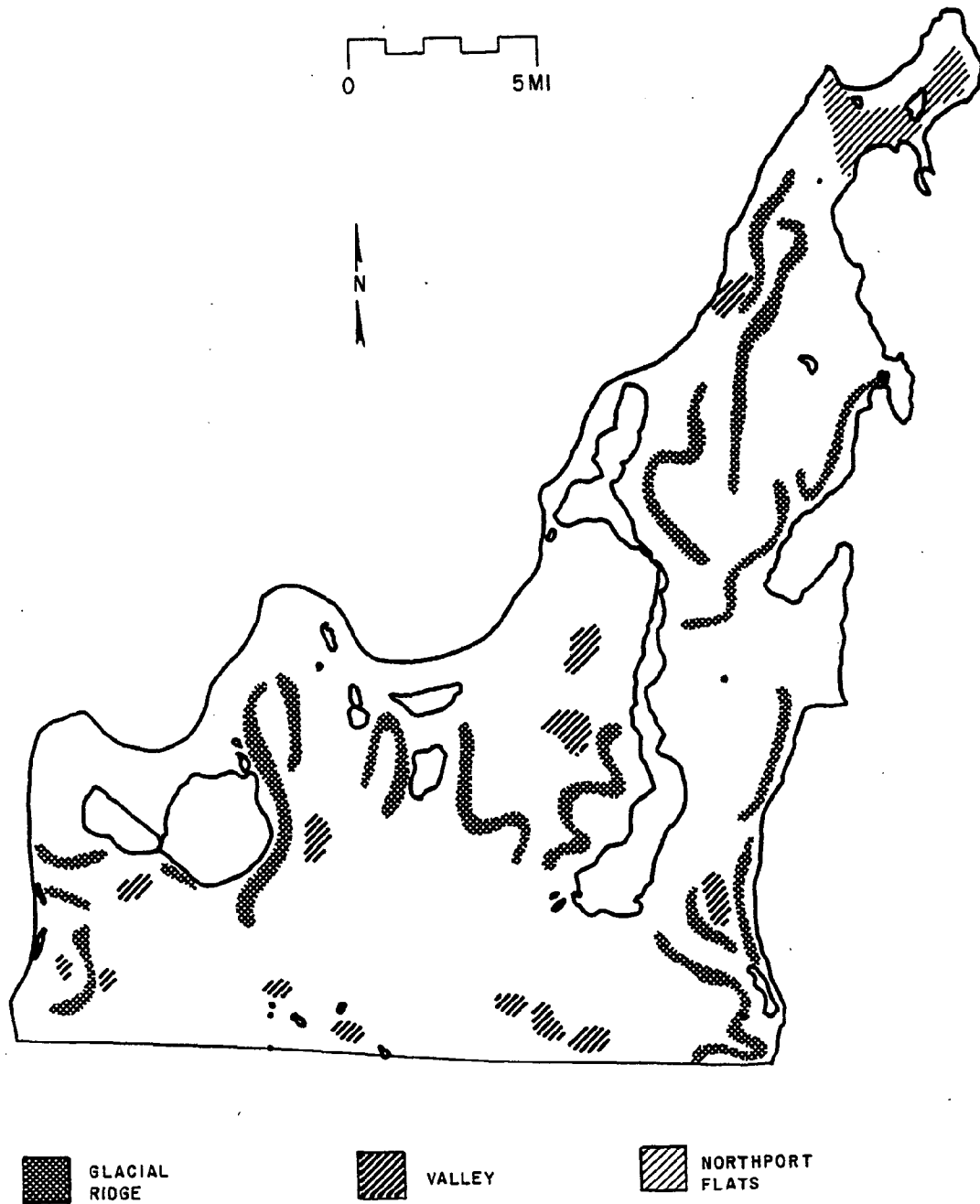
Map 5-3b  
FUTURE LAND USE MAP  
Important Natural Features



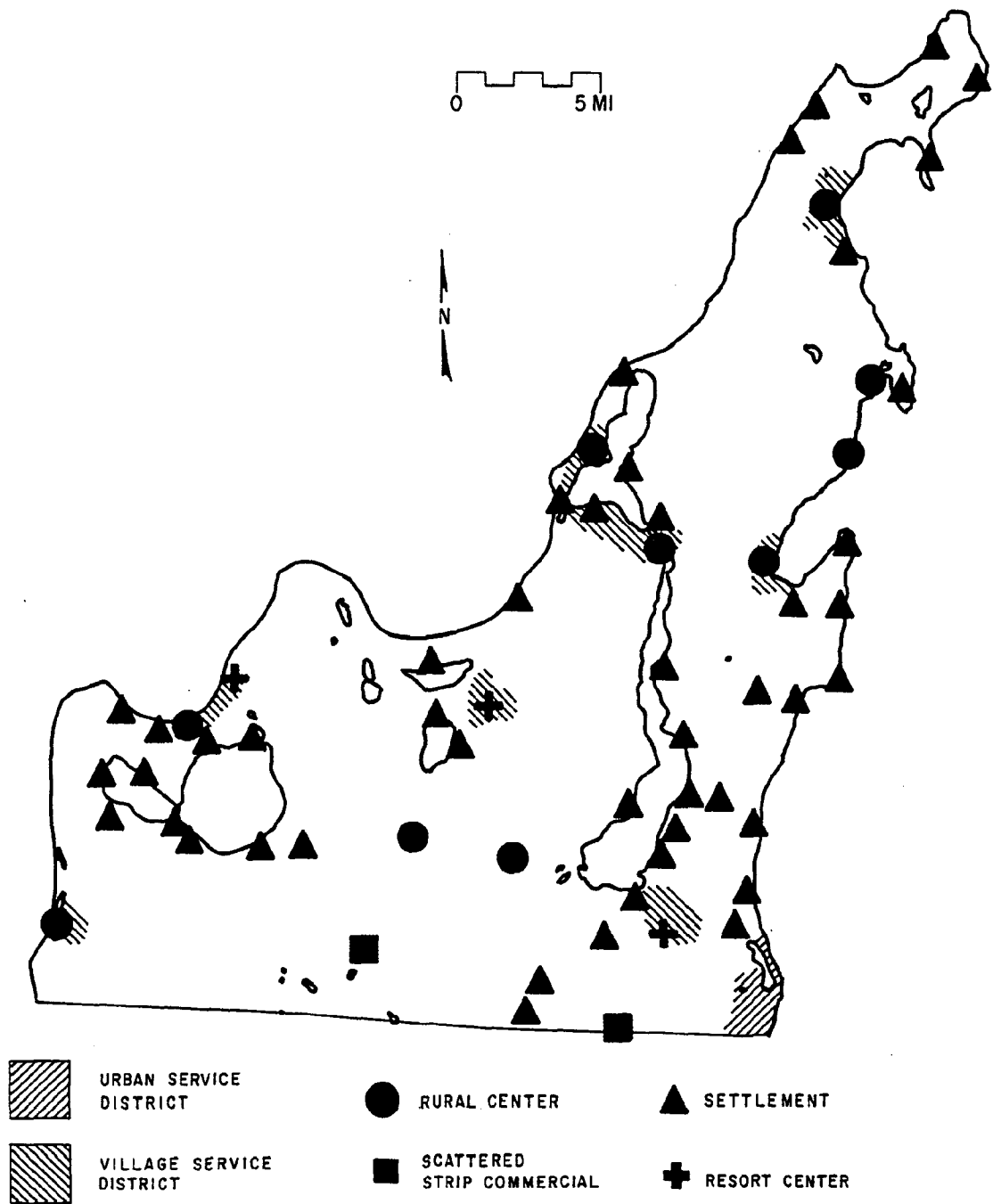
Map 5-3c  
FUTURE LAND USE MAP  
Urban Areas



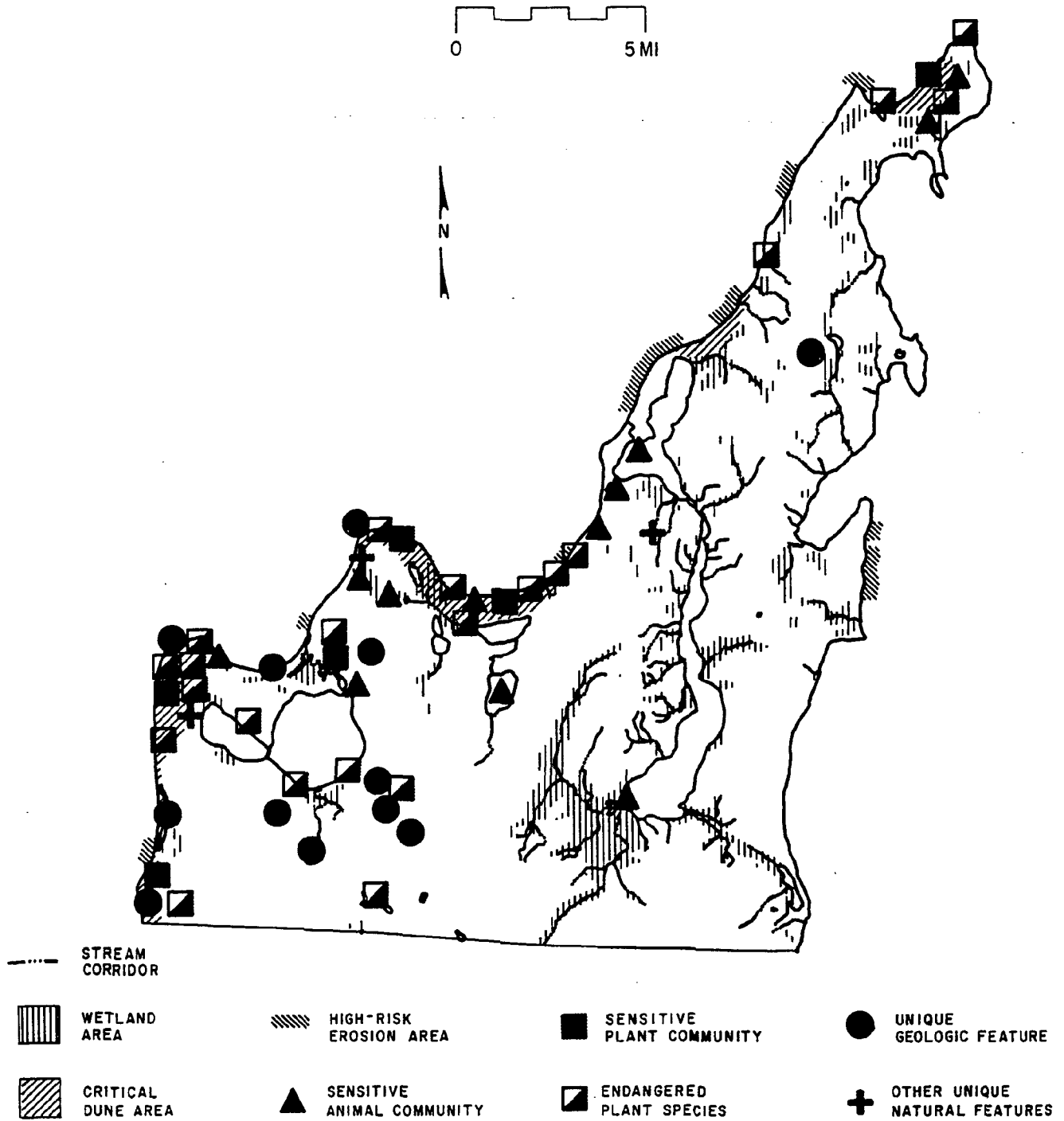
Map 5-3d  
FUTURE LAND USE MAP  
Terrain



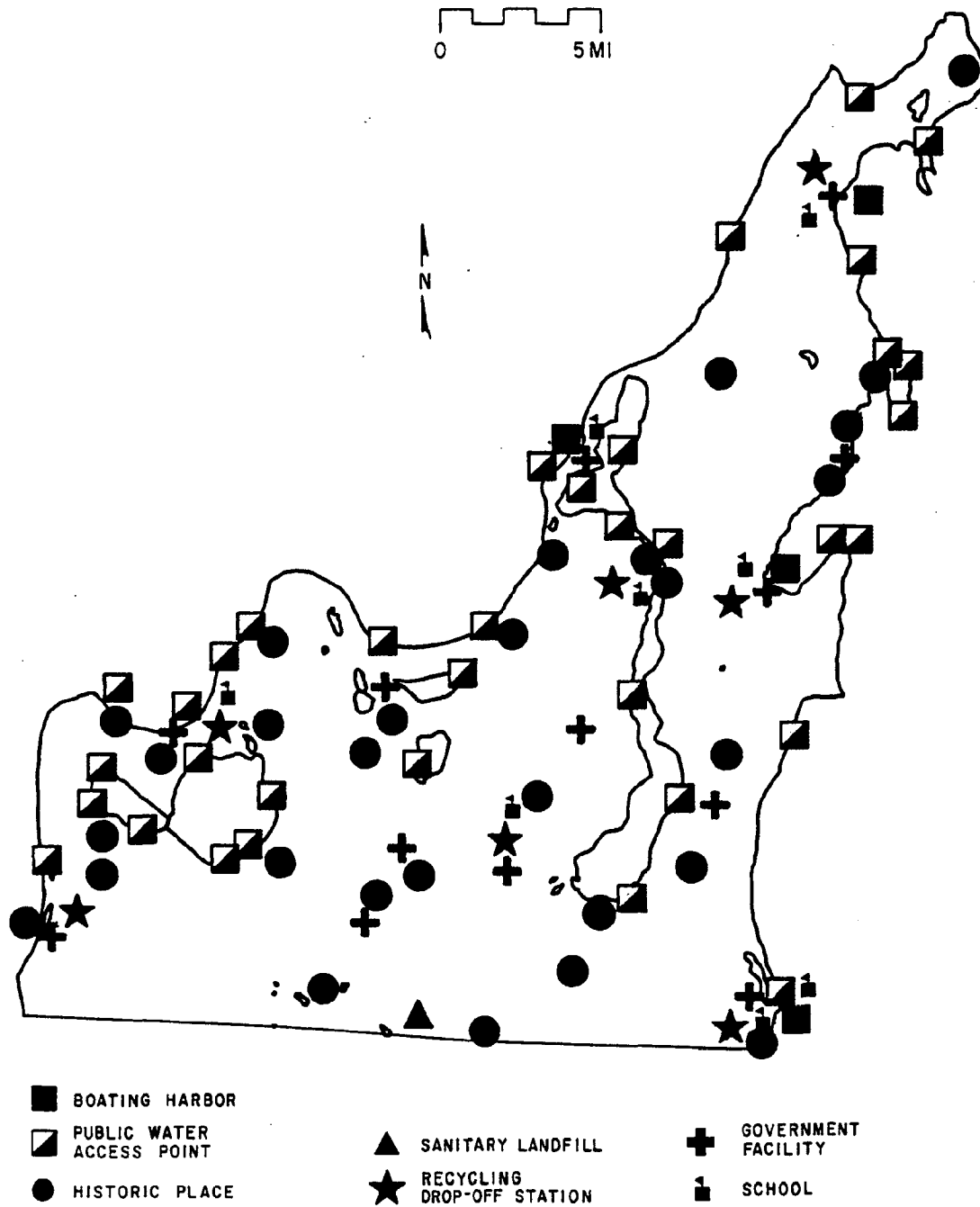
Map 5-4a  
POLICIES MAP  
Community Types



Map 5-4b  
POLICIES MAP  
Sensitive Environments

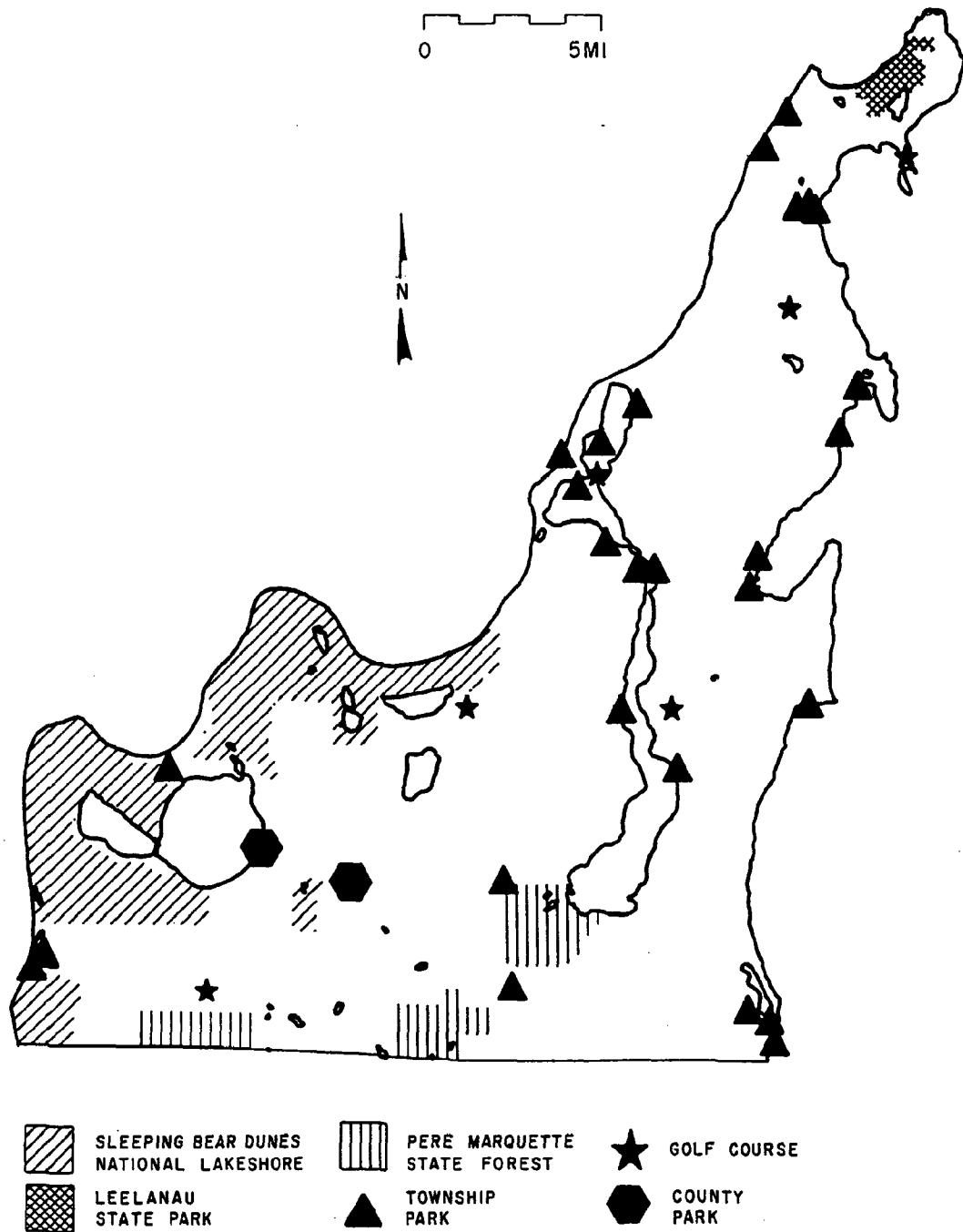


Map 5-4c  
POLICIES MAP  
Public/Quasi-Public and Institutional Facilities

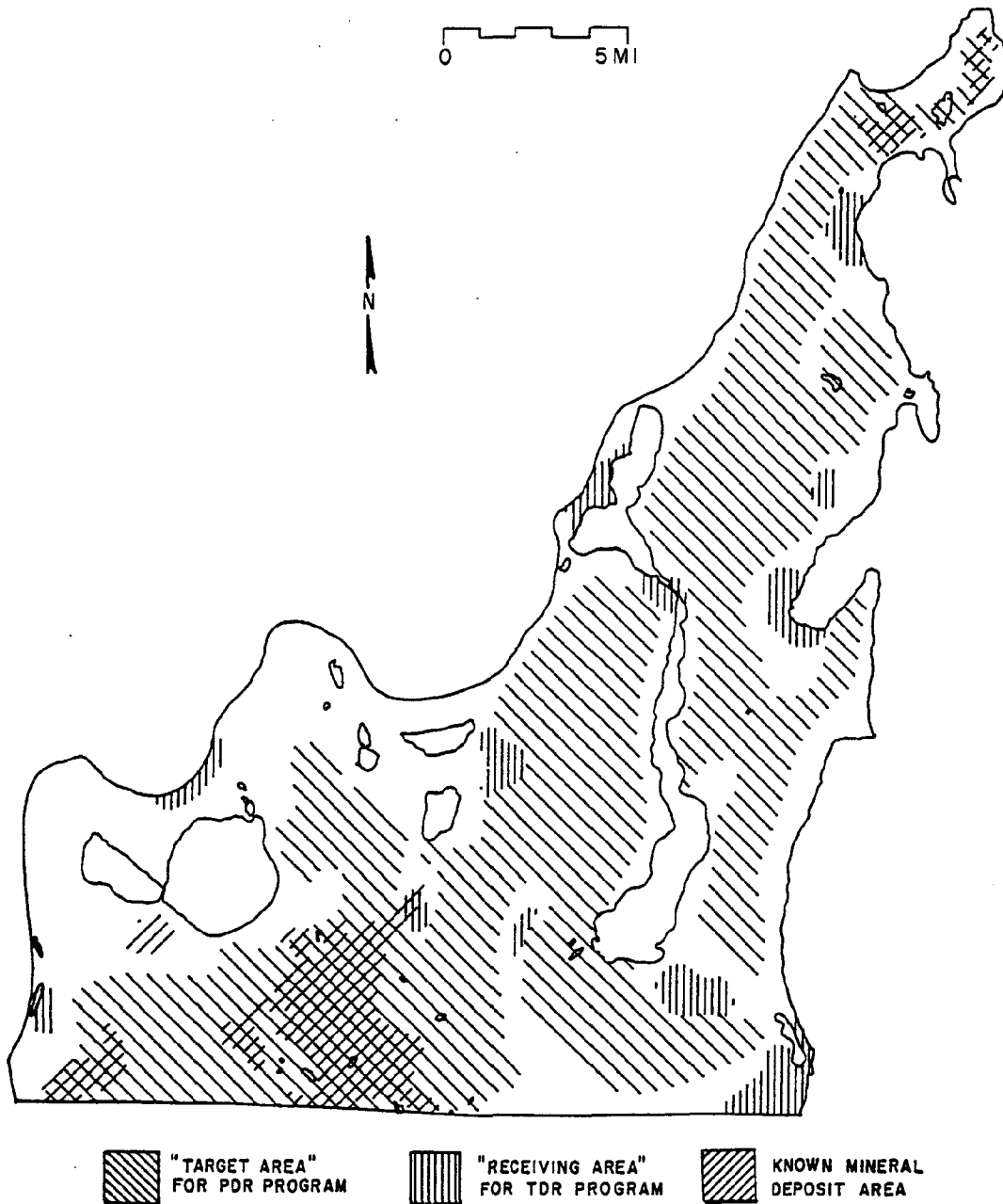




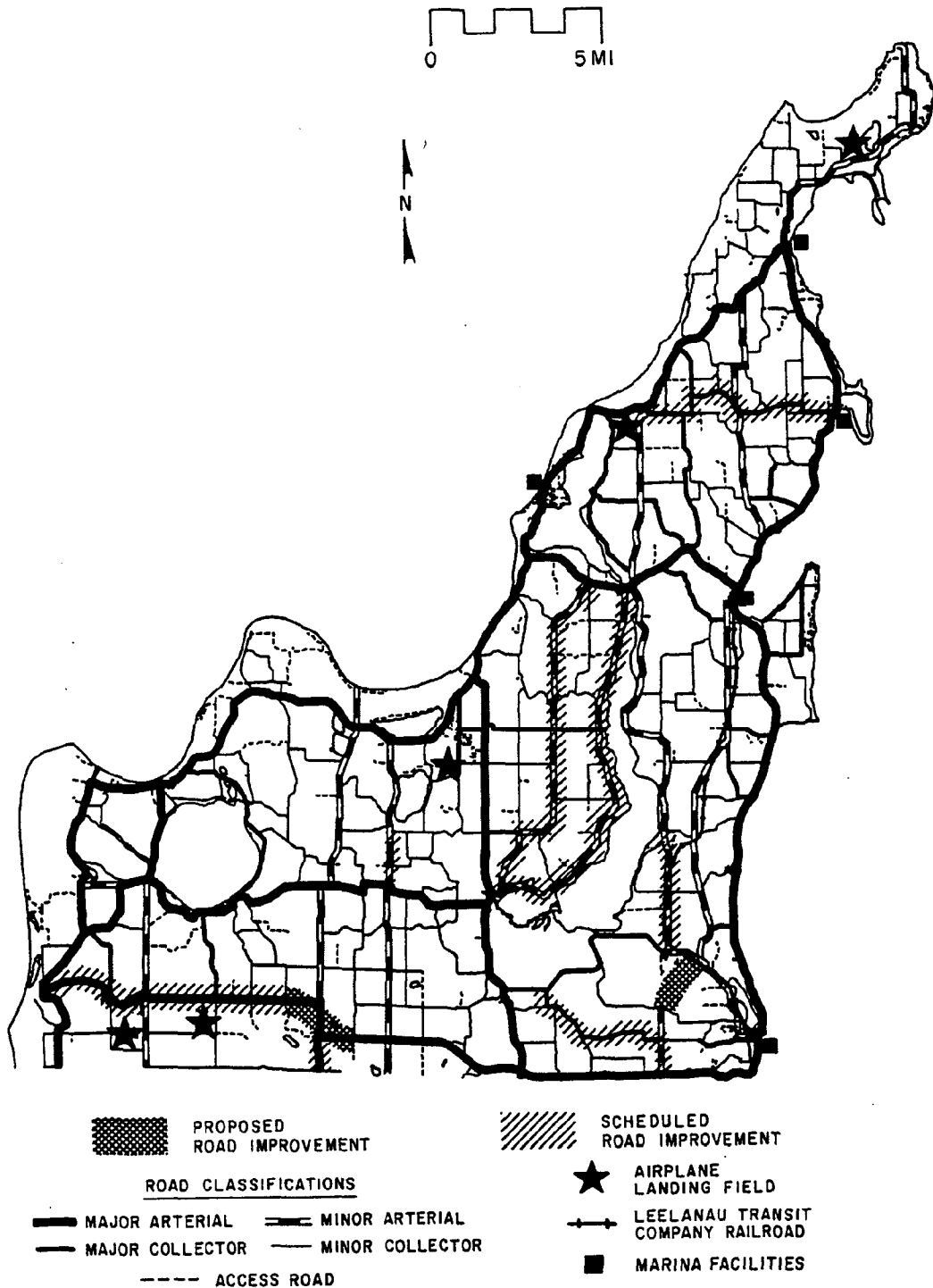
Map 5-4d  
POLICIES MAP  
Recreation Facilities

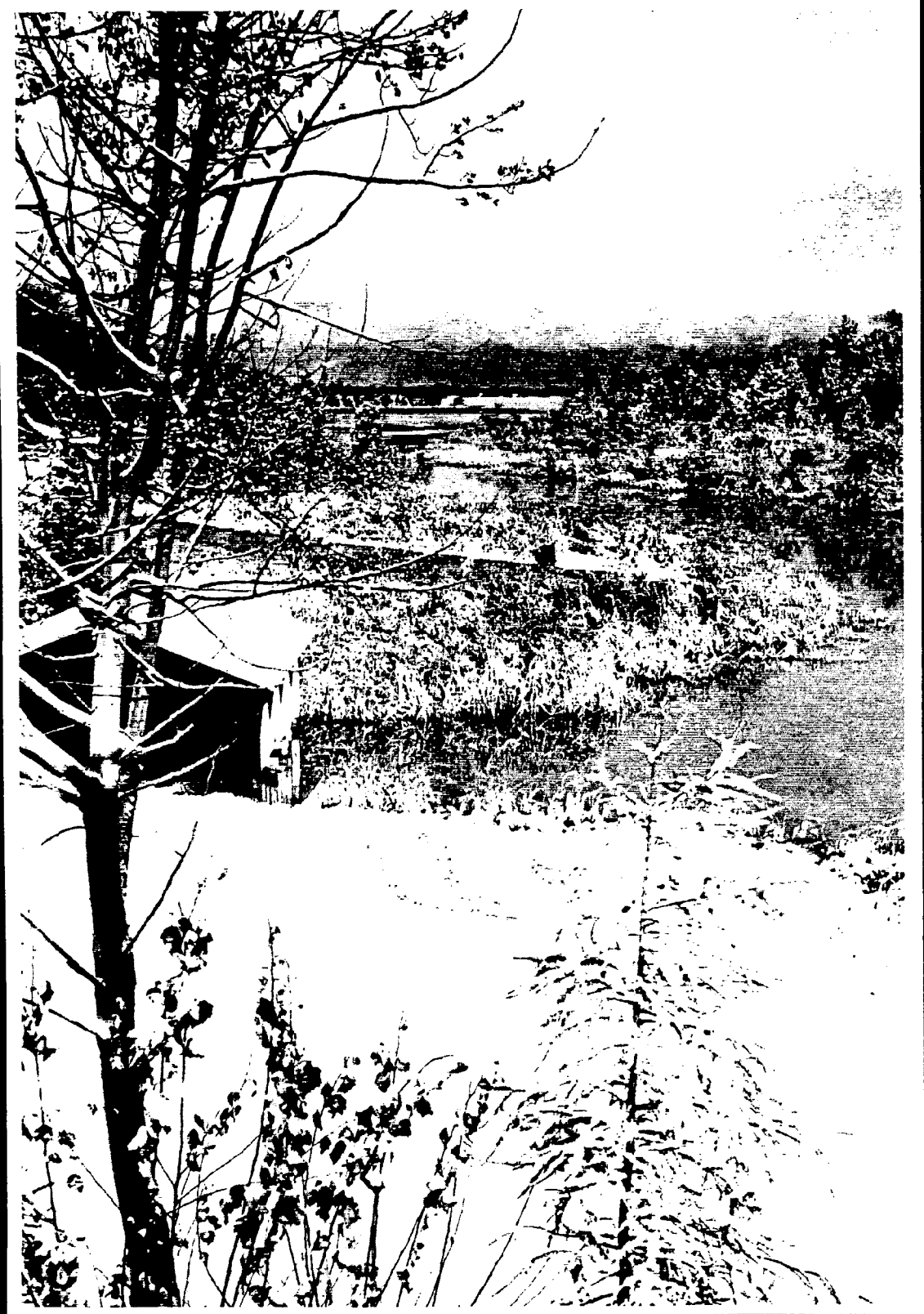


Map 5-4e  
POLICIES MAP  
Other Facilities



Map 5-5  
TRANSPORTATION MAP





## Part Two: FUNCTIONAL VIEW

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## PART TWO: FUNCTIONAL VIEW

Part two of the Leelanau General Plan takes a traditional "functional" view of issues and proposed policy initiatives to address those issues. Specific policies and action statements are presented in seven functional topic areas to flesh out the general growth management strategy presented in Part One. The seven chapters of Part Two are listed below:

Chapter 6: Natural Resources and the Environment

Chapter 7: Transportation

Chapter 8: Public Facilities and Physical Services

Chapter 9: Non-municipal Public Services

Chapter 10: Economic Development

Chapter 11: Human Services and Facilities

Chapter 12: Land Use



*A new home under construction in Leelanau County.*

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## Chapter 6 NATURAL RESOURCES AND THE ENVIRONMENT

### INTRODUCTION

Few locations within the State of Michigan, nor the United States as a whole, are so rich in the quality and variety of natural resources as the Leelanau Peninsula. These resources range from the most common, including summer air breezes and abundant high quality water resources, to more unique and sensitive resources, such as world class dunes, extensive wetlands, rolling hillsides, woodlands, special flora and fauna, and more. (See Working Paper #9 for more background information.)

The natural resources of the peninsula are vitally important in providing a strong and healthy environment. The quantity and quality of natural resources throughout the peninsula are the fundamental reasons for living on the peninsula. Also, they are critically important to the economy as its tourist industry thrives upon the peninsula's natural landscape.

Future growth and development will place increasing pressures upon the quantity and integrity of the peninsula's natural resources. If the current resources are to be protected for future generations, and yet still be "utilized" for economic benefit, purposeful actions must be taken to assure a healthy balance between growth, development, and the peninsula's natural environment. The **Leelanau General Plan** recognizes that a healthy sustainable economy depends upon a healthy environment. The plan further recognizes that maintaining environmental quality and improving the local economy need not be conflicting objectives, and are in fact, mutually reinforcing.

### ISSUES

The principal issues related to natural resources and the environment include:

- air quality
- water quality
- groundwater quality
- woodland and hillside development
- protection of sensitive natural features
- farmland protection.

#### Air Quality

Air quality on the peninsula is quite high, but it is lower than it used to be. This is largely due to ozone pollution. Ozone is a gas



*Leelanau Enterprise Photo*

formed when certain vehicular and industrial pollutants react in the presence of heat and sunlight. The ozone gas is an irritant and causes respiratory problems in humans. Evidence suggests that it is industrial activities from outside of Michigan which pose the greatest ozone threats. Major concentrations of smog (which heighten ozone levels) cross Lake Michigan from the Greater Chicago Area. See Map 6-1. The regional impacts of air pollutants is further accentuated by the fact that data gathered on Beaver Island shows a nine year average rain pH of 4.2; anything less than 5.6 is considered "acid rain." Long term exposure to acid rain has the potential to damage trees and aquatic life.

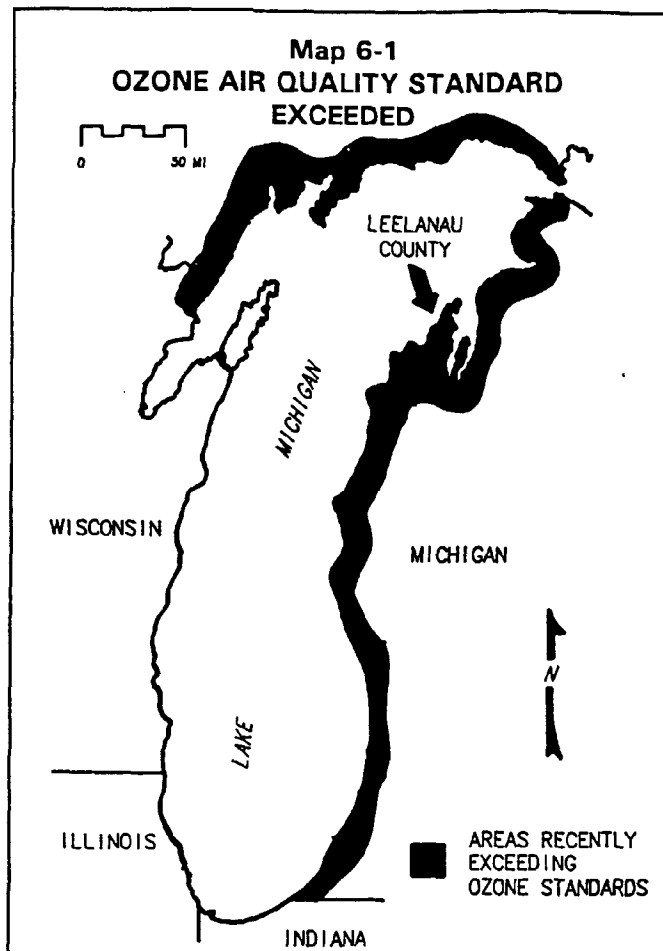
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*Seven of the peninsula's largest lakes are classified as oligotrophic, the highest of three lake quality classifications related to water biological productivity.*

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While future state and federal environmental regulations may assist in the control of smog conditions, air quality on the peninsula could decline by locally generated air pollutants. For example, future growth and development will increase the number of vehicles along the roadways, particularly in and near Traverse City.

Trends and conditions suggest the need for an expanded monitoring system and a regional approach to air quality management. If this is started while air quality is still good, greater options will be available to prevent future degradation. Eventually it may be necessary to base future land use decisions, in part, upon the regional implications of such decisions and upon an appreciation of the sensitive dynamics between land use, air quality, and impacts felt both locally and many miles away. The new federal Clean Air Act is already requiring this in metropolitan areas.



### Water Quality

Eight percent of the peninsula's surface cover consists of inland lakes. There are more than eight inland lakes of 175 acres or more in size, the largest being South Lake Leelanau covering nearly 5,400 acres. Seven of the peninsula's largest lakes are classified as oligotrophic, the highest of three lake quality classifications related to water biological productivity. Though the quality of the lakes is generally high, current conditions pose serious challenges to the maintenance of this quality level. Development along inland lake shorelines largely relies on private septic systems for sewage disposal. Dysfunctional systems, as a result of improper location, construction, operation, or maintenance, increases septic effluent leeching directly into area water bodies and decreases water quality. The use of fertilizers and pesticides, from both residential

and agricultural land, further challenges the long term quality of the peninsula's inland lakes. Improperly managed construction activities and inappropriate land development locations encourage erosion and sedimentation of the lakes.

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***All principal water courses in the peninsula are designated trout streams, an indication of their high water quality level.***

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More than two dozen creeks and rivers assist in collecting stormwater runoff and carrying it to inland lakes as well as to Lake Michigan and Grand Traverse Bay. These creeks and rivers reflect a far wider quality range than do the lakes of the peninsula, though it can be said that the rivers and streams are of relatively very high quality. With two small exceptions, all water courses in the peninsula are designated trout streams, an indication of their high water quality level. There are, however, portions of major water courses, including Houdek Creek, which are currently showing the negative impacts of land use and development activities. Sedimentation and agricultural chemicals are principal threats facing streams today. Best management practices to minimize the negative impacts of stormwater runoff are needed. Additional monitoring is also needed.

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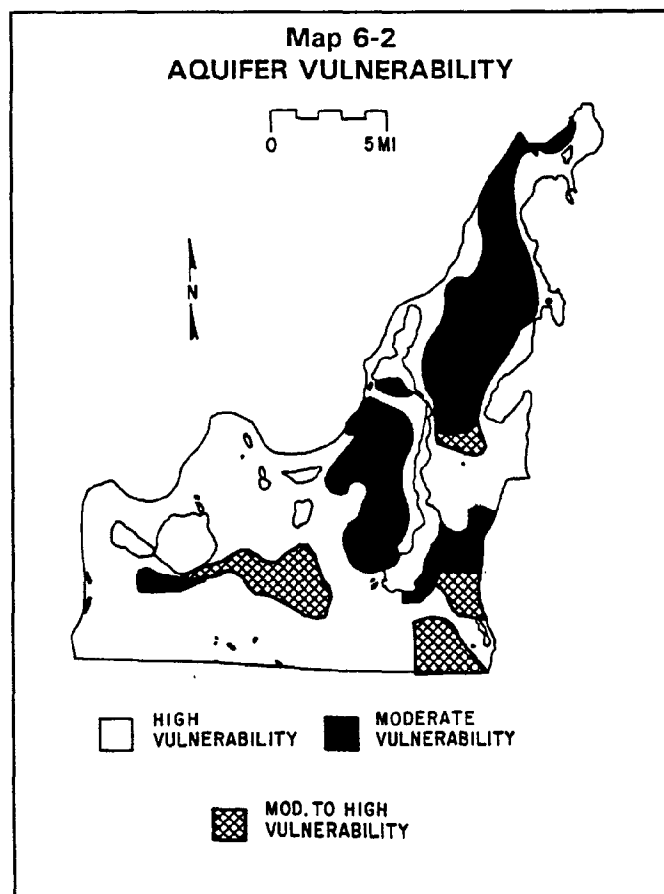
***Approximately 60% of the mainland portion of the peninsula rests upon "sensitive" aquifers.***

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### Groundwater Quality

Groundwater is the unseen water resource and one which nearly the entire peninsula is dependent upon for potable water. This reliance for basic human health rests on a fragile resource at best. Approximately 60% of the mainland portion of the peninsula rests upon "sensitive" aquifers. See Map 6-2. These

underground water resources are overlain by highly permeable soils and thus easily susceptible to contaminants leaching down from the land surface (septic system leachate, petroleum spills, other hazardous spills, etc.). Even those aquifers which are somewhat better protected by being situated below low permeable clay soils or rock are vulnerable to contamination if adjacent aquifers become contaminated as underground water often flows freely between aquifers. There are 35 state designated "307 sites" on the peninsula where serious surface and groundwater contamination has been discovered. One such site, the Grand Traverse Overall Supply, is on the federal CERCLA list of the top 79 sites in Michigan needing cleanup. New sites are being discovered yearly. While attention is being focused on uncovering and cleaning up contaminated sites on the peninsula, it is equally important that steps be taken to prevent the creation of new contamination sites.

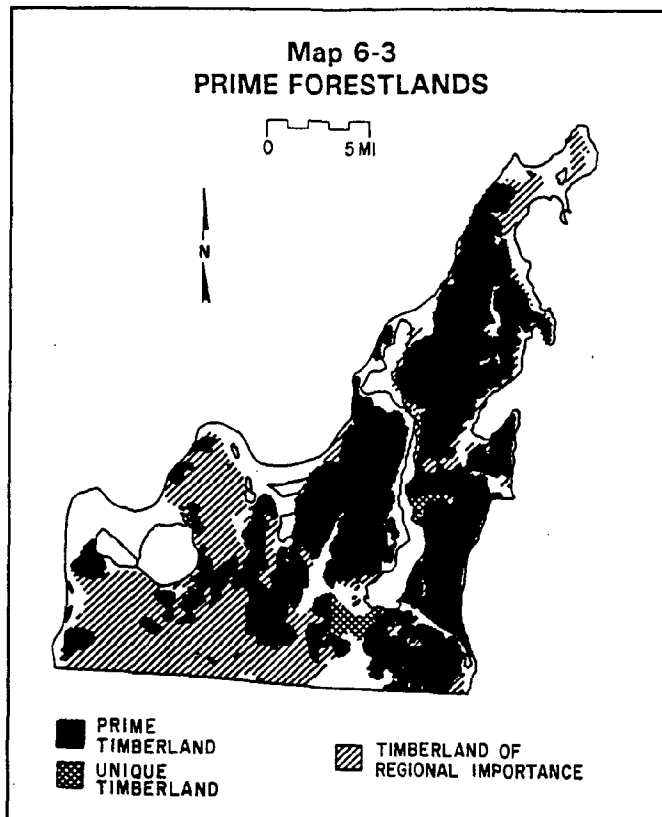


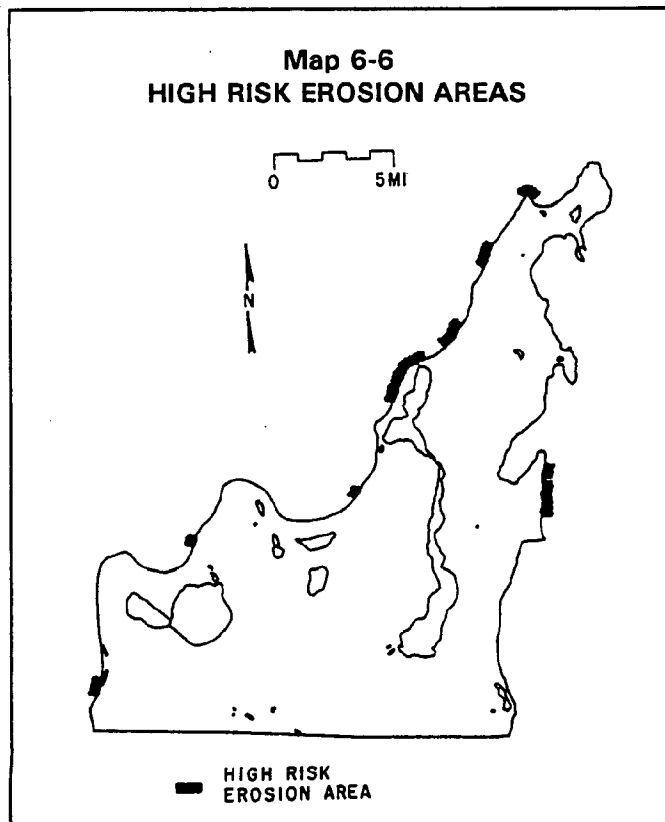
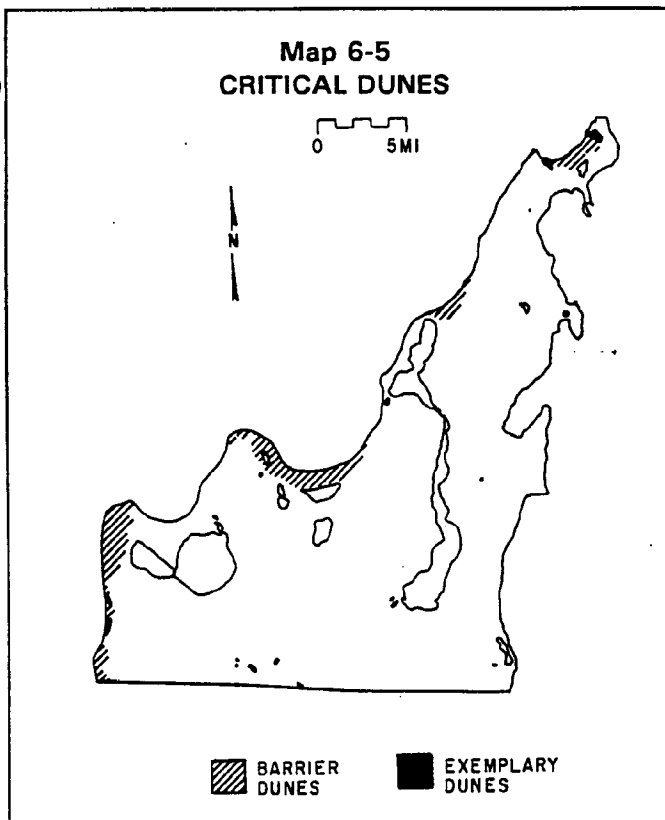


Under current trends, future growth and development on the peninsula will further jeopardize groundwater and surface water resources. The lack of uniform stormwater management techniques to control erosion and sedimentation leads to further degradation of lakes and streams as does the practice of inappropriate application of fertilizers and pesticides. The lack of a comprehensive septic system monitoring and of an improvement program continues to allow inadequately treated human waste to enter the peninsula's lakes and groundwater resources. The lack of a well established monitoring program to provide baseline data and benchmarks of current water quality conditions makes future water quality data that much more difficult to decipher. The collection and compilation of well records and other water quality data into the county's GIS system will be a major step forward.

#### Woodlands and Hillside

Woodlands and hillsides are abundant natural resources throughout the peninsula. Shaping the rural character of the peninsula, woodland stands are often found covering the peninsula's rolling terrain. See Map 6-3 and 6-4. The hillsides, at times in combination with the woodlands, are the focus of many dramatic vistas and define many of the visual corridors throughout the peninsula. The woodlands provide habitats for much of the peninsula's animal and plant life and provide economic returns through harvesting and regeneration. These resources will also become increasingly threatened as growth and development continue. Market conditions and consumer preferences often make woodlands and hillsides attractive home sites. As increased residential development occurs, incremental encroachment upon the hillsides and woodlands can be anticipated. At present only very limited county and local programs effectively preserve the functional and aesthetic values of these resources.





### Sensitive Natural Features

The abundance of the peninsula's more common resources, including clean air, water, woodlands, and hillsides, is nearly matched by abundant sensitive environmental resources. Floodplain areas provide for the retention of runoff associated with heavier rains. In accommodating periodic heavy runoff flows, the floodplains of the peninsula support special plant and animal ecosystems dependent upon the floodplain environment. While floodplain areas on the peninsula are few due to the limited number of major rivers, abundant lake waters, and the sandy soils, they are particularly vulnerable to changes in land use.

Wetlands include marshes, swamps, and other usually low areas between dry land and open water. Wetlands provide a multitude of vital benefits. They serve as filters which minimize the amount of organic materials and sediments discharged into streams and lakes while at the same time they retain stormwater runoff and limit flood impacts. Wetlands also provide ideal habitat for wildlife and are vital links in the peninsula's overall ecosystem. The sensitivity of this resource is perhaps best illustrated by the fact that even minor changes in the water levels of marshes, swamps, and other wetland environments can dramatically impact the quality of the wetland resources and their long term viability.

Lake Michigan shorelines (including Grand Traverse Bay) and dunes are also sensitive and unique environmental resources. See Map 6-5. Seemingly endless shorelines and monumental dunal formations epitomize the grandeur of the area. While these resources serve as critical components of the peninsula's tourism and recreation industry, they are particularly vulnerable to wind and wave action, as well as to any land use and development activities which disturb the stability of the dunes. The clearing of vegetation along the shorelines and dunes seriously increases their susceptibility to erosion, shifting, and demise. Disturbance of their natural character by land use activities heightens their vulnerability to winds and

---

waves, and other climatic forces. Many of the peninsula's shoreline areas and dunal formations are considered "high risk erosion areas." See Map 6-6. The significance of these shoreline areas is highlighted by their inclusion for protection under the Shorelands Protection and Management Act. Similarly, the Sand Dune Protection and Management Act serves to protect designated "critical dune areas", including Sleeping Bear Dunes and the Empire Bluffs as well as less prominent dune areas.

The Lake Michigan shoreline and dunal formations harbor yet another sensitive environmental resource - threatened and endangered plant and animal species. Inventories by the Michigan Department of Natural Resources have identified numerous unique plant and animal species on the peninsula which rely largely upon shoreline and dune areas for their survival. Other threatened species which rely upon a more inland environment have also been identified. The fact that these plant and animal species are already considered unique due to their threatened survival emphasizes the need to prevent disturbances in the ecosystem in which they thrive.

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***Reliance upon state and federal regulatory programs will not be adequate to assure the integrity of the peninsula's sensitive environmental resources.***

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Shorelines of inland lakes are also sensitive natural resources. The calmer waters and areas of interface between the land and water are particularly important habitats for wildlife and plant life. Understandably, these areas are also actively sought out for development and recreational use. The resulting threat to these environments through soil erosion and sedimentation, disturbance of the natural shoreline and vegetation, and leachate from faulty septic systems is a concern today and will become more significant as the peninsula population grows.

To date, few local municipalities on the peninsula have adopted programs to assure the continued quantity and quality of these sensitive natural resources. The incremental consumption of land for residential and other intensive land uses can be expected to encroach directly upon these resources, or encroach upon the ecosystems within which these resources are found. Reliance upon state and federal regulatory programs will not be adequate to assure the integrity of the peninsula's sensitive environmental resources. The lack of resource base-line data, monitoring, and evaluation of the effectiveness of protection programs prevents wise future decisions regarding natural resource management initiatives and policies. At particular risk are the sensitive environmental areas at the edge of the extensive peninsula acreage in public ownership including the Sleeping Bear Dunes National Shoreline, Leelanau State Park, and Pere Marquette State Forest.

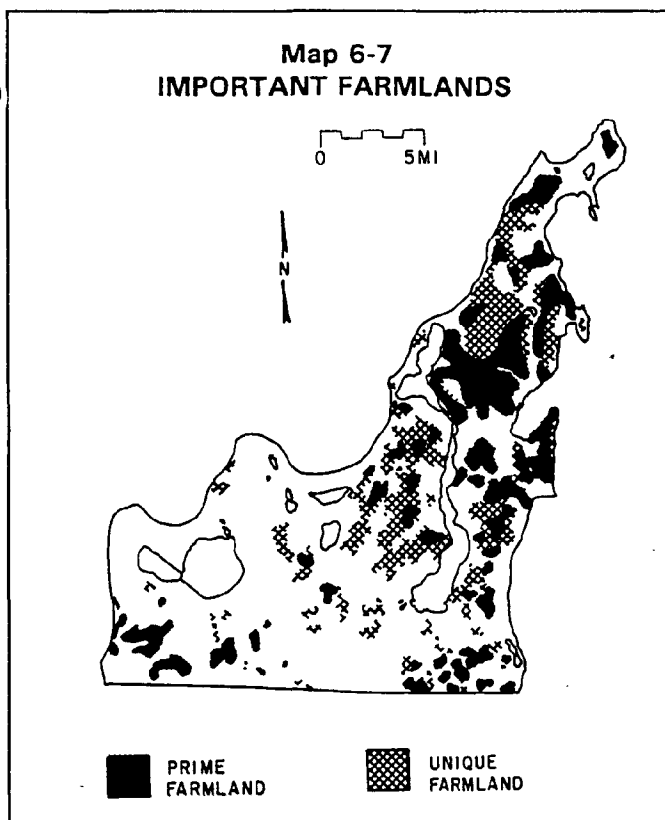
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***None of the peninsula townships have adopted substantive farmland protection policies nor effective farmland protection zoning programs.***

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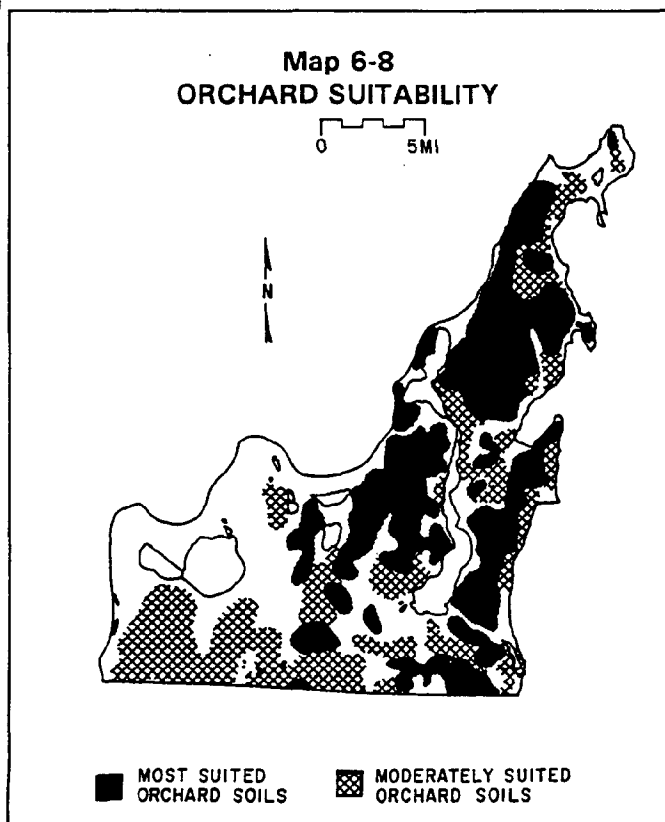
## **Farmland**

Farmland is a special natural resource of the peninsula. See Map 6-7. Orchards are the dominant land cover. See Map 6-8. They contribute greatly to the economic well being of the peninsula as well as to its beauty and pastoral character. As important as this renewable natural resource is, there has been a decline in the number of acres devoted to farming over the past several decades. The incremental conversion of farmland into residential land uses has led to a cumulatively destructive trend in the protection of this resource. Typically, once the farmland is converted to another use, it rarely reverts to agriculture. Fragmentation of farmland through the splitting of large farmland parcels for



residential use absorbed farmland as much or more than the farmland converted to actual residences, roads, and yards. The increasingly dispersed settlement pattern across the peninsula is the reason why this irreplaceable resource is being chipped away. (See Working Papers #5 and #10).

Under present conditions, this pattern can be expected to continue. We must acknowledge the conflicts which will arise when farmers and other large landowners try to "capitalize" on development potential by subdividing. However, none of the peninsula townships have adopted substantive farmland protection policies nor effective farmland protection zoning programs. Previously, there has been little effort expended in identifying those areas of the peninsula which reflect the combination of characteristics necessary to support the long term economic viability of agriculture. The maps prepared as a part of this **General Plan**, however, now can establish the basis for a realistic and defensible farmland protection program.




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*The lack of resource base-line data, monitoring, and evaluation of the effectiveness of protection programs prevents wise future decisions regarding natural resource management initiatives and policies.*

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#### **A FRAMEWORK FOR FUTURE POLICY**

Trends and current conditions negatively affecting the peninsula's natural resources have resulted from the lack of a focused resource protection program throughout the peninsula. Residents are coming to realize that the resources are critical to their future welfare, and they are recognizing the immediate need for a more responsible approach to resource protection. The **Leelanau General Plan** recognizes the critical link between economic, social, and healthful well-being and protection of its natural resources. The plan seeks to establish a far more

proactive, recognizing that long term protection must originate from a purposeful, strategic, and comprehensive conservation program.

At the heart of this program is the adoption of a land and water stewardship ethic by all populations of the peninsula including local government officials, residents, real estate brokers, farmers, students, and land developers. The future of the peninsula depends on how its people manage its abundant natural resources. The widespread adoption of a land and water stewardship ethic requires broad public understanding of the dynamics of ecosystems, the relationship and impacts between natural resources and land use, and the peninsula's economy as it relates to the natural environment. This understanding must be strengthened by continued research and evaluation of the dynamic relationships between environmental costs and economic gains.

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***The future of the peninsula depends on how its people manage its abundant natural resources.***

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Leelanau Enterprise Photo

*A swan enjoys a leisurely swim.*

The General Plan recognizes that the quality of a single natural resource may vary across a township, and that the plan must respect the practical opportunities and constraints associated with resources of varying values. To this end, the plan calls for the identification of those resource areas of the peninsula which are characterized by particularly high productivity and provide the basis for long term economic viability and protection. This is especially applicable to prime agricultural (and especially orchard) lands, but should also be extended to include forestlands, mineral deposits, and other resources of economic and natural ecosystems importance.

These and other resource areas such as wetlands, dunes, shorelands, and wildlife corridors must be provided with increased protection through better coordinated local stewardship. This stewardship should be implemented through a number of strategic initiatives including: 1) preparation of model ordinances for environmental protection for local use, including development of environmental overlay zoning districts and anti-land fragmentation provisions; 2) inclusion of flexible site design standards within local zoning ordinances to permit increased preservation of natural resources while still meeting the intent of the ordinances; 3) development of incentive programs for landowners to protect sensitive and productive natural resources; and 4) support for statewide legislation to provide for the use of purchase and transfer of development rights (TDR). TDR permits landowners of special resources the mechanism to sell their development rights to another landowner located outside of a special resource area thereby capturing the development value of the land without converting it to another use. This stewardship should include special programs for the responsible management of resources for economic use including agriculture, timber harvesting, fishing and fisheries, solar and wind access, and mineral extraction. The development guidelines in the **Grand Traverse Bay Region Development Guidebook** should be widely followed.

Large and contiguous open spaces should be recognized for their multi-functional values, including wildlife habitats and rural vistas, and be afforded the same protection emphasis as the peninsula's more sensitive resources. This is not to suggest no development should occur in these areas, but that it is more desirable that it be designed to relate to, rather than against nature.

The stewardship ethic should extend to the protection of the peninsula's air and water resources, through continuous air, groundwater and surface water quality monitoring, establishment of base line data and benchmarks, and long term management initiatives, including a peninsula-wide water quality protection program. This program should include specific provisions to assure the adequacy of existing and future private septic systems and wells and standards for underground storage tank operations and activities. All agencies with an interest in the quality of these resources should be included in the development and implementation of the program.

The General Plan recognizes that these and other related natural resource protection initiatives would naturally occur within a framework of interjurisdictional coordination and cooperation to assure that the initiatives are peninsula-wide, that they achieve a heightened level of consistency across the peninsula, and that permitting processes are streamlined among the various levels of government.

#### **NATURAL RESOURCES AND ENVIRONMENTAL PROTECTION POLICIES AND ACTION STATEMENTS**

The following policies and action statements are intended to establish the blueprint of the General Plan's vision for sustaining the peninsula's natural resources. It should be noted here, as throughout, that the positions taken in the following policy and action statements were supplied directly by the citizens of the county and not drawn up by a

single board, however representative and concerned.

##### **Issue:**

*Balancing of long-term economic gain and environmental protection concerns in county and local government policies and programs.*

**Policy:** County and local policies and programs may be drafted toward ensuring environmental protection while encouraging appropriate local economic development.

##### **Action**

**Statement:** Educate county and local policy-makers on the economics of public policies as they pertain to protection of the environment.

##### **Issue:**

*Protection of air and water quality.*

**Policy:** County and local governments should initiate proactive measures to monitor and protect air, groundwater, and surface waters.

##### **Action**

**Statement:** Support efforts of federal, state, local, and private agencies to monitor current air and water quality.

##### **Action**

**Statement:** Use air and water quality data to establish benchmark standards for air and water quality in Leelanau County. Such standards shall serve as a reference against which future data will be evaluated.

##### **Action**

**Statement:** Establish and maintain as part of its GIS system, a well log database.

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**Action**

**Statement:** Adopt and support a county-wide water quality strategy.

**Action**

**Statement:** Assist local governments and lake associations in the development of watershed management plans as the first step to prioritizing efforts to protect water quality of inland lakes and streams.

**Action**

**Statement:** Provide from the county model ordinances for local governments to protect water quality and correct existing problems.

**Action**

**Statement:** Inspection and permitting of new wells, septic systems, driveways, and other environmental alterations which require permits from county and local agencies should be linked with approval of land use, building, and zoning permits. The county should require performance guarantees with permits issued to ensure that environmental considerations are not neglected during development or construction. Wherever possible one stop permitting should be established.

**Action**

**Statement:** Ensure coordination between county and local agencies (building department, health department, road commission, zoning administrator, etc.) on permitting and inspection of buildings, wells, septic systems, driveways, etc. especially on county-managed projects.

**Action**

**Statement:** Designate a person or county agency to keep local governments and citizens informed and educated on environmental issues facing them. Educate the public and local officials on ground and surface water sensitivity and ways to prevent contamination.

**Action**

**Statement:** Initiate an annual review process for county-wide environmental policies.

**Action**

**Statement:** Implement specific underground storage tank standards, as well as a county "problem identification and pullout" program to remove unused underground storage tanks.

**Action**

**Statement:** Enact a county-wide water conservation program to minimize use of aquifers.

**Action**

**Statement:** Support on-going research and public education for important air and water quality issues.

**Action**

**Statement:** Ask public agencies (including but not limited to county and local governments, the Soil Conservation Service, and MSU Cooperative Extension Service) to alert parents, clubs, and schools of services and staff expertise available to assist in education efforts about the environment and measures to prevent pollution.

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**Issue:**

*On-site sewage disposal and potable water.*

**Policy:** The county should adopt programs and regulations to ensure safer and more effective on-site sewage disposal and potable water.

**Action**

**Statement:** The County Health Department should adopt a private septic tank ordinance modeled after the Benzie County program to prevent the ill effects of development in sensitive areas. The ordinance should contain, at a minimum, the following provisions:

- Minimum standards that all septic systems must meet during construction and operation.
- Periodic testing program.
- Conditioning property transfers/house sales upon adequate functioning of septic systems.

**Action**

**Statement:** The county should establish a private well testing program to establish water quality conditions, critical trends, existing areas of poor water quality, and areas for special study in light of future growth and development.

**Action**

**Statement:** The county should assist in the development of a program for water quality testing of inland lakes and streams to identify water quality change and the source of any contaminants.

**Action**

**Statement:** The county should identify all

areas which present severe limitations to on-site sewage disposal, including wetlands, floodplains, and steep slopes, and utilize this information as appropriate in the establishment and maintenance of septic systems.

**Issue:**

*Protection of environmentally sensitive areas, including wetlands, dunes, steep slopes, shorelands, and wildlife corridors.*

**Policy:** County and local governments should initiate proactive measures to protect and enhance environmentally sensitive areas.

**Action**

**Statement:** The county should use the Leelanau Information System (an evolving computerized GIS) to identify and map all environmentally sensitive areas. The county should distribute the information to various county agencies and local governments, and also make the information available to interested parties such as developers and landowners at a reasonable cost.

**Action**

**Statement:** The county and local governments should work together to establish overlay zoning districts for environmentally sensitive areas.

**Action**

**Statement:** The county should encourage use of incentive programs to protect environmentally sensitive areas, as well as areas with significant open space and/or scenic vistas, including acquisition of fee simple or conservation easements by non-



profit organizations. It should place emphasis on "filling gaps" between existing preservation holdings to increase ownership of contiguous areas.

**Action**

**Statement:** The county should initiate efforts to establish common protective measures for environmentally sensitive areas that fall within multiple jurisdictions.

**Action**

**Statement:** The county should develop and local governments should enact model flexible site development standards to minimize topographic changes, reduce the extent of paved areas, and avoid environmentally sensitive areas wherever possible.

**Issue:**

*Open space protection, including scenic vistas/corridors.*

**Policy:** The county should assist local governments in protecting open space, especially scenic vistas and corridors, from loss through land fragmentation and/or development.

**Action**

**Statement:** Identify and map large contiguous open spaces and scenic vistas/corridors in the county, for distribution to various county departments and local governments.

**Action**

**Statement:** Assist local governments in developing regulations to encourage clustering of new residential development in order to minimize consumption of open space and view amenities.

**Action**

**Statement:** Promote active programs to protect trees and to restore timberlands that have been harvested.

**Action**

**Statement:** Establish an information center in the County Planning Department for data on wildlife, with key information mapped for analysis and distribution among local governments and the public.



*Barrels of improperly disposed waste.*

*Leelanau Enterprise Photo*

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## Chapter 7 TRANSPORTATION

### INTRODUCTION

Personal mobility has become a necessity. The daily pattern of nearly everyone's life demands the ability to get from one location to another, preferably in the shortest time possible. Whether it be for employment, recreation, schooling, or shopping, a comprehensive transportation network for vehicles, pedestrians, and bicyclists has become a fundamental necessity. Specialized needs for bulk transport and air transportation are also important. The need for personal mobility is made especially notable by the fact that the majority of employed residents commute outside of the county to their place of employment. Of equal significance is the role of the tourism industry on the peninsula and the additional demands for efficiency and safety it places upon the peninsula's transportation network.

This network has, and at least for the next few decades will likely continue to have, a direct impact upon the quality of life experienced by those who use it. The network directly impacts the efficiency of emergency services, available personal leisure time, the appropriateness of proposed future land use patterns, and the safety of motorists, pedestrians, and bicyclists. It also affects the rate of peninsula growth and development, and much more. The Leelanau General Plan recognizes the critical role transportation plays, and recognizes that improvements to the network must be strategically planned in coordination with the achievement of other key components of peninsula life and its future. (See Working Paper #8 for more background information.)

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*The majority of employed residents commute outside of the county to their place of employment.*

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### ISSUES

#### Road Network

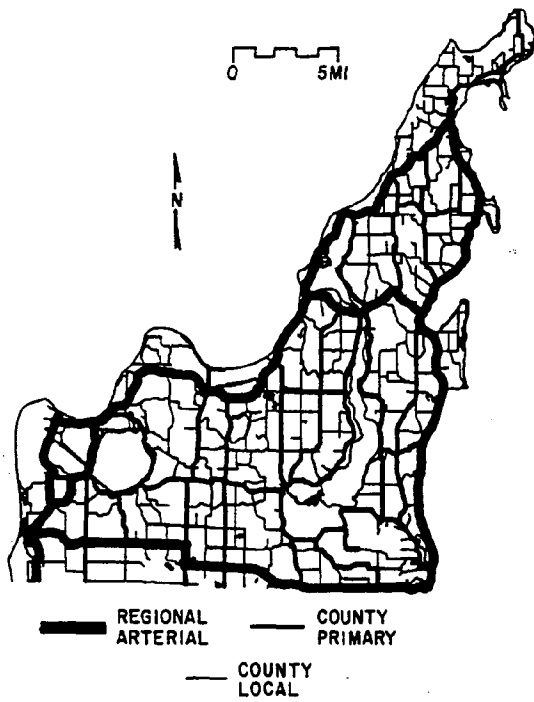
The Leelanau Peninsula faces a number of crucial challenges in the provision of an efficient and safe transportation network. See Map 7-1. The most fundamental challenge is maintaining the extensive road network that is already in place and where necessary, expanding the network to improve traffic flow, safety and efficiency. This challenge is greatly affected by the peninsula's abundant natural resources, including its hillsides and lakes. Rolling topography and large inland lakes acts as a double edged sword. They provide unmatched scenery and, at the same time, have resulted in a somewhat circuitous roadway network. As population increases, the result is experienced in an increase in travel



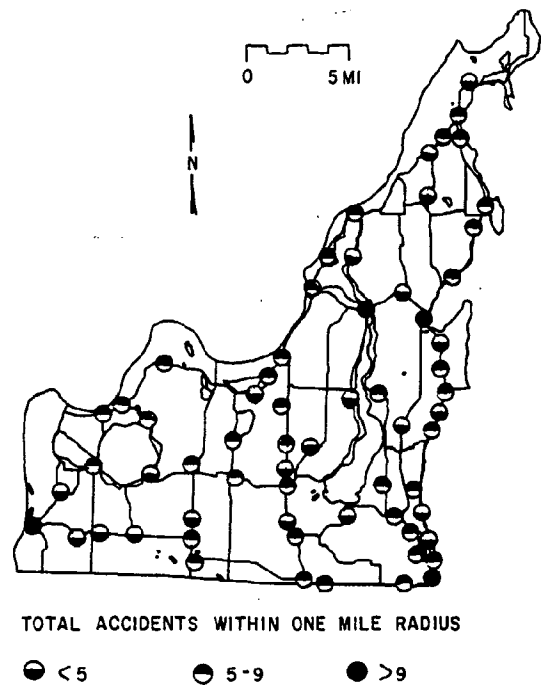
Leelanau Enterprise Photo

*The County Road Commission keeps roads clear of snow.*

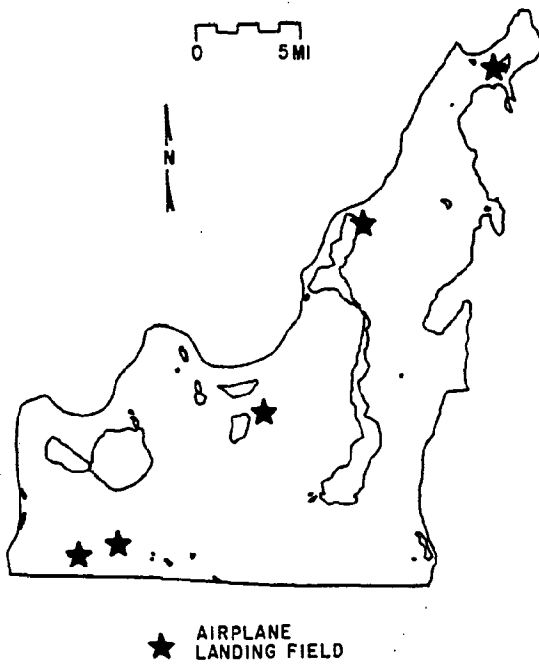
**Map 7-1  
ROAD CLASSIFICATION SYSTEM**



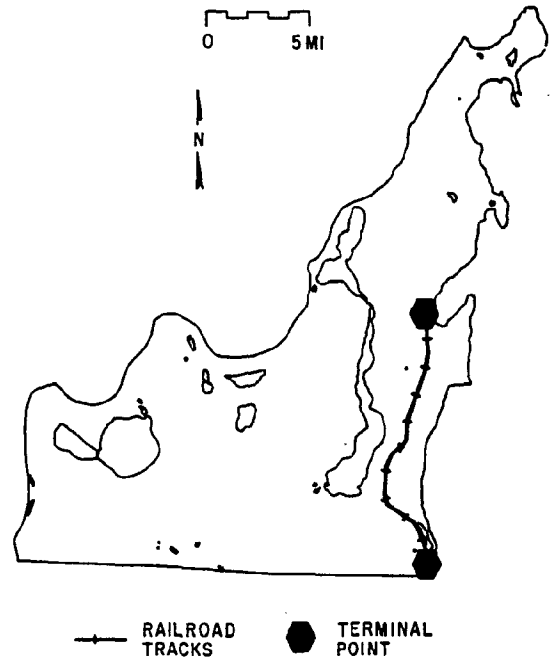
**Map 7-2  
1990 TRAFFIC ACCIDENT LOCATIONS**



**Map 7-3  
AIRPLANE FACILITIES**



**Map 7-4  
RAILROAD FACILITIES**



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times, automobile emissions, automobile and truck operation costs, and congestion in some places.

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***The most fundamental challenge is maintaining the extensive road network that is already in place and where necessary, expanding the network to improve traffic flow, safety and efficiency.***

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The existing roadway network is further challenged by the fact that it operates within a relatively limited hierarchy of road types. While the network includes corridors classified as regional arteries such as M-22, M-72, and M-204, the alignment and construction of these arteries limit their ability to function efficiently as regional arteries. The challenging route location (with many 90° turning patterns) and many limited sight distances greatly reduces their potential to move traffic safely and efficiently at normal highway speeds. As such, they provide less support for the system than roads built to comparable standards elsewhere. On the other hand, they force slower speeds and provide opportunities for enjoying the unsurpassed beauty of the peninsula. The winding nature of the majority of the peninsula's county roads, resulting in limited sight distances, presents numerous safety hazards. Additional road use by residents and visitors will likely result in more traffic accidents. For example, though the peninsula's population increased by approximately 18% between 1980 and 1990, the same period saw an increase of 46% in traffic accidents. See Map 7-2.

The often limited lane widths and, at places, absence of adequate shoulders increase the level of safety hazards still further. These conditions present equally unsafe conditions for pedestrians, bicyclists, and snowmobilers along the roadways. This is of particular significance as the Leelanau Peninsula attracts some of the most extensive biking opportunities and biking tours in Michigan.

## Level of Service

Adding to the complexity of the transportation challenges is the fact that peninsula transportation is staggeringly automobile dominant. Only limited opportunities currently exist for alternative modes of transportation which might otherwise reduce the demand upon the peninsula's roadway network. Though the Bay Area Transit Authority operates a bus service, the service is provided to a very small portion of the peninsula. The peninsula offers only limited road segments specifically designed to accommodate pedestrian and bicycle traffic. This results in heightened road safety hazards as pedestrians and bicyclists are forced to compete for space on a winding roadway network (with limited sight distances) with motorists. Airplane facilities are limited and only scenic tourist rail service is available. See Maps 7-3 and 7-4.

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***Though the peninsula's population increased by approximately 18% between 1980 and 1990, the same period saw an increase of 46% in traffic accidents.***

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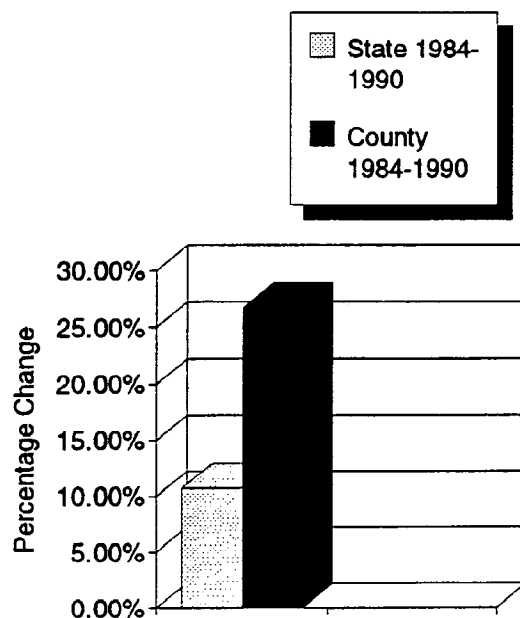
The resultant overall level of service along roadways has declined over the years as the peninsula has experienced growth and development. The backbone of the peninsula's roadway network, M-22 and M-72, are experiencing the worst levels of service. Average daily traffic counts along M-22 near Traverse City approached nearly 22,000 in 1989. The poor road base of sections of these roads makes maintenance costs particularly high. While many of the peninsula's roadways are experiencing very adequate levels of service, those roads segments which have traditionally witnessed the lowest traffic counts are generally showing the greatest rise in traffic counts over the past ten years. The ability of the County Road Commission to maintain or improve the level of service along the network, either through general maintenance, incremental improvements, or

major construction projects, is becoming increasingly difficult as available revenues are shrinking. The most needed projects in the peninsula (rebuilding some existing roads and solving a few congestion problems) are those which require massive amounts of expenditures. It is apparent that without a significant infusion of new revenue, such as increased local property taxes, new gasoline taxes, new federal infrastructure monies, or cost sharing with local governments, necessary improvement needs will remain unmet.

It can be expected that transportation conditions will worsen on the peninsula if current trends and conditions continue. Growth and development will further increase the number of daily vehicles. Between 1984 and 1990, there was an increase of nearly 4,400 vehicle registrations in the county. This is far in excess of the population growth. Vehicle miles traveled increased by 15% between

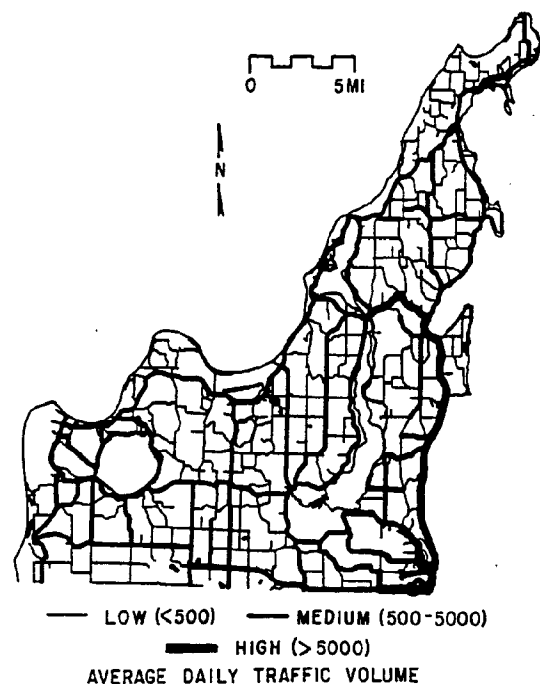
1980 and 1990. See Figure 7-1. These increasing demands on the roadway network associated with growth and development will further challenge the network's level of service. See Map 7-5. Significant decreases in service may be unavoidable in some places. The resulting lower levels of service will be reflected in increased congestion, extended travel times, higher maintenance costs, higher rates of vehicular and non-vehicular accidents, and longer emergency response times. Safety hazards along the roadways will not be a result of increased traffic levels alone, but will also be a result of the rise in the number of driveways, street intersections, and other new access points along major corridors resulting in hazardous turning patterns, stop and go traffic, and congestion. Land acquisition costs for widening road right-of-ways to accommodate road improvements will be more costly due to the high cost of land on the peninsula as market trends boost property values.

**Figure 7-1**  
**VEHICLE REGISTRATION: 1984-1990**



Source: Department of State

**Map 7-5**  
**AVERAGE DAILY TRAFFIC VOLUMES**



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***Between 1984 and 1990, there was an increase of nearly 4,400 vehicle registrations in the county. Vehicle miles traveled increased by 15% between 1980 and 1990.***

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Despite these problems, the road network on the peninsula serves to get people from one place to another without the frequent delays common in other more urban areas. However, without improvement, some problems will worsen dramatically in the next decade.

#### **A FRAMEWORK FOR FUTURE POLICY**

The transportation issues facing the peninsula today and projected for the future if current trends continue, dictate a far more proactive stance to assure transportation needs are met. It is the intent of the **Leelanau General Plan** to provide the guidance for a proactive approach to comprehensive transportation planning throughout the peninsula. This proactive approach founded upon a number of key initiatives.

At the heart of the peninsula's transportation planning and improvement efforts should be creation of a long term road development and multi-modal transportation plan. It should address the review, evaluation, and development of alternative funding mechanisms upon which capital and service improvements can be implemented. Without a long-term plan with clear improvement priorities, existing financial resources cannot be wisely utilized. Likewise, the identification of transportation needs and necessary capital improvements is of little value if feasible and practical funding mechanisms are not in place, or able to be implemented.

An important element of this initiative must be the provision of public information and education on the critical transportation issues facing the peninsula including: 1) costs of maintenance of the network; 2) relative costs

of major improvements; 3) existing revenue generators and the revenues generated from each source; and 4) the disparity between transportation revenues and costs. Consideration should be given to development of new funding mechanisms such as tapping tourism dollars, a county sales tax, state-wide (or national) increases in gas and weight taxes, and federal assistance with transportation improvements where federal facilities are served.

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***At the heart of the peninsula's transportation planning and improvement efforts should be creation of a long term road development and multi-modal transportation plan.***

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Implementing a hierarchically based roadway network is critical to success. Each road segment must have a specific function within the entire network, whether it be to provide higher speed access between villages and other long distance destinations, access to neighborhood and shopping areas, or access to individual residences and lots. These roads must be coordinated according to their function and tie-in to one another to provide safe and efficient movement of traffic. Identification of a functional classification system must then be followed by engineering studies and capital improvement projects, thereby assuring that the design and construction of each road segment is capable of functioning as intended. Associated with the development of a coordinated peninsula-wide road network should be the development of peninsula-wide standards for all new road construction. These standards should address provisions for adequate shoulders, safety zones for bussing school children, and related safety elements.

Special consideration in the development of a peninsula-wide network and alternative funding programs should be the identification of the most appropriate locations for all-weather roads, based upon the future land use

map and policies of this **General Plan**. All-weather roads should be designated as major arteries and not for use as local thoroughfares. This effort should be extended to consider necessary interfaces with (a) safe and efficient beltline(s) around the Traverse City area.

Directly tied to the identification of a functional classification network and the improvements which must be made to implement the network is the need to establish a land acquisition program. This program would provide for the identification, designation, and appropriate funding for land acquisition. Identification of necessary land acquisitions through official evaluations, plans, and maps will enable the county to assure proposed acquisitions are undeveloped prior to acquisition. This is especially important where funds are not immediately available for right-of-way acquisition, and helps assure lower future acquisition costs. Modification of local regulations would help accomplish this goal where feasible.

It is very desirable that all road improvement projects should recognize the scenic character of the peninsula's roadway corridors and attempt to preserve the natural character elements. Classification of some roads as "*scenic*" or as "*natural beauty roads*" should be pursued based upon inventory data and long range plans.

This **General Plan** proposes far more substantive efforts directed at establishing a stronger multi-modal transportation network on the peninsula than has previously been invested. This effort will minimize demands upon the peninsula's roadway network and improve safety. Programs to be established could include comprehensive peninsula-wide bicycle systems and improved pedestrian systems in villages and other small settlements. These systems should be planned and designed to provide safe and functional linkages between existing villages and future settlement areas, shopping areas, recreational facilities and employment centers. New residential, commercial, and industrial land

uses should be designed to provide continuity to existing and future pedestrian/bicycle systems. The systems would accommodate travel by the physically handicapped and, to the extent road right-of ways are used, should be afforded adequate shoulder and pavement construction.

These efforts should result from a non-motorized element of the transportation plan which provides the necessary planning, coordination, and direction in establishing and maintaining this peninsula-wide system. The plan should include, at a minimum, a needs assessment, a review of alternative system alignments and associated advantages and disadvantages, identification of the preferred system layout, and the necessary capital improvements, by year, cost, and anticipated funding source, to implement and maintain the system.

Minimizing demand upon the peninsula's vehicular network should also maximize the utility of the Bay Area Transit Authority. BATA's current services and operations should be reviewed and evaluated to identify priority service areas and needs, the extent to which service needs are being met, and opportunities for improved and expanded service areas and daily schedules. Increased operations efficiency and new and alternative funding mechanisms should also be explored.

Preparation of the non-motorized transportation plan, and the future operations of BATA and other potential transit systems should consider linkages between neighborhoods providing affordable housing opportunities and centers providing employment to neighborhood residents.

Multi-modal transportation planning should be expanded to include new opportunities for the transporting of goods. These expanded opportunities should be implemented only after careful evaluation of applicable peninsula travel patterns including trip generation, origin-destination, and destination-location studies. Investigations should be encouraged by the

private sector into rail and/or ferry services for commuters and tourists and opportunities for a network of cooperative transport of goods. Employee transit programs, including carpooling, should also be examined. Efforts should also be directed to assure the long term continuation

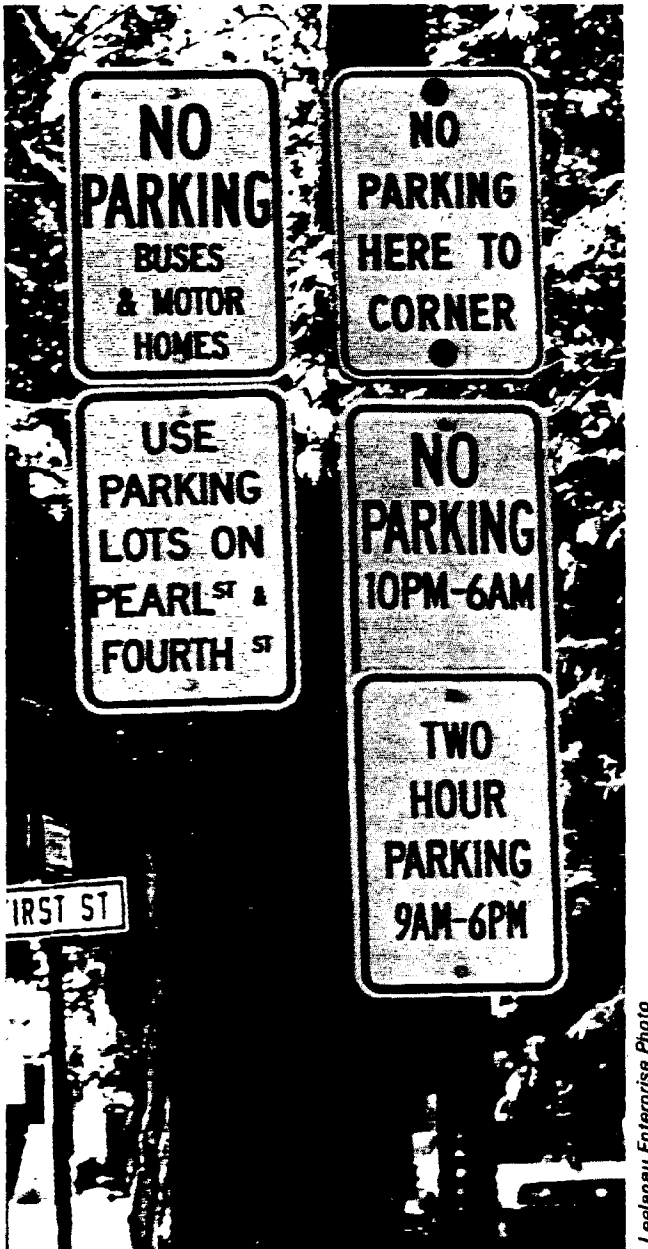
of commercial air services in close proximity to the peninsula and protection of glide paths to and from existing airports.

The development of consistent peninsula-wide private road regulations should not go unattended. Assuring adequate construction, operation, and maintenance of these roads is critical in protecting the safety and welfare of peninsula residents and visitors and minimizing the road maintenance burden of existing residents.

The Leelanau General Plan recognizes that all of the transportation planning efforts within the peninsula must occur under an umbrella of strong interjurisdictional coordination. This coordinated peninsula-wide planning effort among local municipalities, the County Planning Commission and Board of Commissioners, the MDOT, the Road Commission, and the Grand Traverse Band of Ottawa and Chippewa Indians must address the need for a peninsula-wide functional circulation network that meets the needs of all users. The effort must include regular communication and joint planning with the Grand Traverse Band and MDOT to assure adequate transportation and safety in association with casino activities and other conditions along M-22. Coordination of all capital improvements, and the scheduling thereof, should be pursued to better assure the acquisition of needed rights-of-way and minimize network disruptions.

#### TRANSPORTATION POLICIES AND ACTION STATEMENTS

The following policies and action statements are intended to set up a blueprint for the General Plan's recommendations for the peninsula's transportation system. All statements are intended as proposals. How ever strongly desired, they are not meant as directives.



Leelanau Enterprise Photo

Parking problems in Leland have led to an assortment of regulations designed to relieve congestion.



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**Issue:**

*Long term road development and multimodal transportation plan.*

**Policy:** The County Road Commission will need to develop a long term road development and multimodal transportation plan compatible with the Leelanau General Plan.

**Action Statement:** The County Road Commission should prepare a long term road development and multimodal transportation plan and financing method that is annually updated and integrated with the county capital improvement program.

**Action Statement:** The County Road Commission should work with the County Planning Department, County Planning Commission and local governments in the preparation and updating of its transportation plan and should strive to make it compatible with the Leelanau General Plan.

**Action Statement:** Special attention should be focused in the transportation plan on meeting non-motorized needs, especially for an integrated network of bicycle lanes and of a pedestrian friendly sidewalk system in villages and other pedestrian areas.

**Issue:**

*Road shoulders*

- *Inclusion in future construction programs.*
- *Safety of both motorized and non-motorized traffic.*

**Policy:** The Michigan Department of Transportation (MDOT) and the Leelanau County Road Commission (LCRC) should promote construction of shoulders on all new roads on the Leelanau Peninsula.

**Action Statement:** MDOT and LCRC should commit to construction specifications including road shoulders of adequate width to accommodate bicycle and pedestrian traffic.

**Action Statement:** In all instances, MDOT and LCRC should require construction of shoulders with adequate width to assure the long life of the "used" roadway.

**Action Statement:** MDOT and LCRC should work to provide "safety zones" for school bus-stop areas which will allow the bus to pull completely off the main roadway when picking-up or dropping-off students.

**Issue:**

*"Class A" (all-weather) road network*

- *Identification of proposed network.*
- *Funding for the all-weather road network.*

**Policy:** The Leelanau County Road Commission, with the assistance of the County Board of Commissioners and all other municipal governments, should seek alternative funding sources to create a network of "Class A" (all-weather) roads on the Leelanau Peninsula.

---

**Action**

**Statement:** Consider the "Class A" as a peninsula-wide road network, not a local road network.

scheduled bus route along key corridors.

**Action**

**Statement:** Identify businesses needing "Class A" roads (i.e. fruit processors, industries, etc.) for their livelihood as a basis for "Class A" designation and future road improvements.

**Action**

**Statement:** Conduct a feasibility study to determine necessity of bus routes.

**Action**

**Statement:** Investigate other alternative transportation methods.

**Action**

**Statement:** Study traffic patterns to determine the most appropriate location for the all-weather road network.

**Action**

**Statement:** Join with local governments in supporting the continued fiscally sound operations of the Bay Area Transportation Authority as the primary mechanism for meeting the needs of transit dependent individuals on the peninsula.

**Action**

**Statement:** Work with the Grand Traverse County Road Commission, the City of Traverse City, TC-TALUS, and the Michigan Department of Transportation to review and establish the need for a beltline route around Traverse City to minimize summer traffic congestion, allow farm vehicles to travel around (rather than through) the city, and to route through traffic to avoid time delay and safety hazards associated with unnecessary trips through the center of the city.

**Action**

**Statement:** At the request of the Board of Directors of the Bay Area Transportation Authority, consider placing on the ballot a reasonable proposal for a millage to support transit operations as may be necessary.

**Policy:**

**Work with the Grand Traverse Band of Ottawa and Chippewa Indians and other developments to fund safety improvements along the Traverse City - Northport Corridor.**

**Issue:**

*The movement of people and goods along key corridors and meeting transit needs.*

- *Possible impacts of mass-transportation effort.*
- *Benefits of working with other governments.*

**Action**

**Statement:** Determine how to best promote a coordinated transportation effort between county government and the Grand Traverse Band.

**Policy:**

County government should work with the Bay Area Transportation Authority (BATA) to establish a regularly

**Action**

**Statement:** Investigate ways to most efficiently move casino-related traffic throughout the Traverse City - Northport corridor.

---

**Action**

**Statement:** Identify traffic hazards along the corridor, then prepare a program to correct the identified deficiencies.

**Issue:**

*County road network funding:*

- *Low return on tourism dollars spent in the county versus tourism impact on the county road network.*
- *Current funding methods tied primarily to gas and weight tax.*

**Policy:** Leelanau County governments should work together to supplement County Road Commission funding with tourism dollars.

**Action Statement:** The County Road Commission should investigate the feasibility of a county sales tax to generate a continuous funding source.

**Action Statement:** Whenever possible, Leelanau County should coordinate road improvement projects with neighboring counties.

**Action Statement:** The Leelanau County Road Commission should advocate a statewide increase in the gas and weight tax to supplement funding for road commission operations.

**Action Statement:** Leelanau County governments should seek federal financial supplements for maintenance of roads within the vicinity of the Sleeping Bear Dunes National Lakeshore.

**Issue:**

*Secure land necessary for future roads.*

**Policy:**

The Leelanau County Road Commission and all local municipalities should work toward completion of a common road network.

**Action**

**Statement:** The Leelanau County Road Commission, in cooperation with affected government agencies, should inventory the existing road network for the purpose of identifying needed road construction projects.

**Action**

**Statement:** The Leelanau County Road Commission, in cooperation with affected government agencies, should officially map anticipated new roads.

**Action**

**Statement:** Through a coordinated capital improvements program, local governments should work cooperatively with the road commission to secure necessary right-of-way associated with anticipated road locations.

**Action**

**Statement:** Special emphasis should be placed on siting the Bugai-Mann Road corridor and coordinating the effort with the TC-TALUS Traverse City Beltline route location.

**Issue:**

*Protect scenic quality of key state and county roads.*

**Policy:**

A special effort should be made to protect the scenic character of key state and county roads when necessary road improvements are made.

**Action**

**Statement:** An inventory of the scenic character of state and county

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roads should be performed and segments with special scenic qualities identified.

**Action**

**Statement:** Scenic highway and/or natural beauty roads designation should be initiated with the support of the County Road Commission on key non-arterial roads or road segments.

**Action**

**Statement:** Once designated as a scenic highway and/or natural beauty road, future road improvements should respect and/or enhance the scenic character of the road and immediate environs.

**Issue:**

*Access to and through the peninsula is limited and transport costs are high.*

**Policy:**

Focus on multi-modal transport opportunities to reduce the cost of transporting goods and the burden on the road network.

**Action**

**Statement:** Study the phenomena of Leelanau County as a "destination location" and its influence on commercial and industrial development.

**Action**

**Statement:** Execute an origin-destination study using employee location lists from employers.

**Action**

**Statement:** Initiate a transit management program with employers, promoting carpooling and other programs through the workplace.

**Action**

**Statement:** With assistance from the Northwest Michigan Council of Governments, develop a formal carpooling/vanpooling program, with matching services and commuter lots for vehicle storage.

**Action**

**Statement:** Work with the Northwest Michigan Regional Airport to continue commercial air services in close proximity to the peninsula.

**Action**

**Statement:** Encourage private sector investigation of the use of a private sector rail service and/or tourist ferry for either commuter or tourist functions.



Photo by Jess J. Reed

*The former Sprague-Pruttsman location in Suttons Bay.*

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## Chapter 8

# PUBLIC FACILITIES AND PHYSICAL SERVICES

### INTRODUCTION

Within the context of the Leelanau General Plan, public facilities and physical services are generally limited to the areas of recreation, libraries, cemeteries, sanitary sewer, potable water, storm sewer, administrative offices, and fire and police protection. These services differ in character from the many other so called "human" services also provided on the peninsula by governmental agencies. Public facilities and physical services are generally very tangible services based upon land resources, capital, and/or infrastructure, such as a playground, fire truck, or stormwater retention pond. Human services have a different service delivery system and generally address personal and/or family assistance, such as employment and senior citizen programs.

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***Decisions on whether and if so where to place/offer new public facilities and physical services is one where this plan can have a very significant impact.***

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The provision of public facilities and physical services to people and property directly impacts public health, safety, and welfare and, as a result, the quality of life across the peninsula. Provision of public facilities and physical services by municipalities (including the county) on the peninsula is not extensive. See Maps 8-1 through 8-3. Yet, the desire to possibly expand such services must be given careful consideration. Improperly planned, the expansion of public facilities and physical services can contribute to urban sprawl and uncontrolled growth - conditions which are already present and which have been identified as destructive to the peninsula's future. The Leelanau General Plan addresses the future scope of public facilities

and services on the peninsula within this context.

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***Yet, the master plans of local communities include little in the way of how, under what conditions, and at what rate future infrastructure expansions may take place.***

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Decisions on whether and if so where to place/offer new public facilities and physical services is one where this plan can have a very significant impact. This is true for decisions at both the local level as well as on the county level. Where public sewer lines, water mains, schools, and government buildings are placed will have a lot to do with the nature and type of future growth that occurs. It thus becomes vital that the planning and implementation of future public facilities and physical services be done within a generally accepted framework based on intergovernmental coordination and open communication. (See working Paper #8 for more background information.)

### ISSUES

#### Sewage Disposal

Nearly the entire peninsula relies on individual private on-site systems for sewage disposal. Except for parts of Elmwood Township, the Village of Suttons Bay, portions of Leland Township, Sugar Loaf, and the private Homestead resort, septic systems prevail across the county. See Map 8-2. The oldest of the systems was constructed in the 1930's in Suttons Bay and it has undergone numerous improvements and expansions over the years. Leland Township's system was completed in 1993. All of the systems were installed to provide a safe level of sewage disposal that was not otherwise available through on-site septic systems.

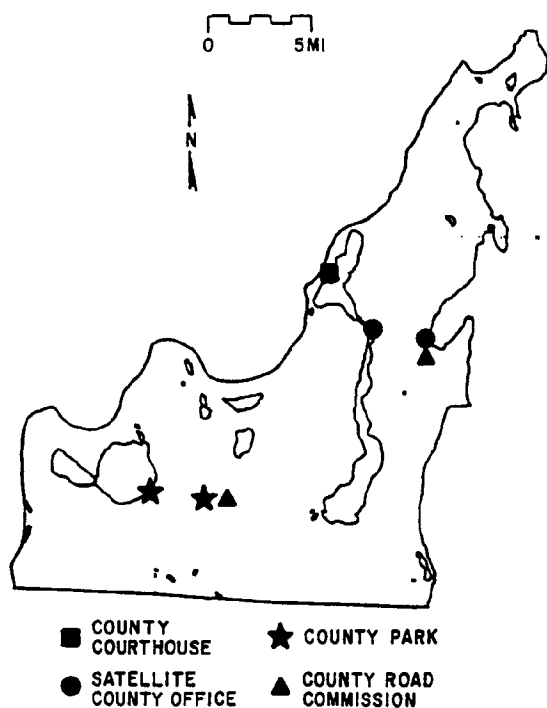
**Table 8-1  
MUNICIPAL PUBLIC FACILITIES AND SERVICES**

	Bingham Twp.	Centerville Twp.	Cleveland Twp.	Elmwood Twp.	Empire Twp.	Village of Empire	Glen Arbor Twp.	Kasson Twp.	Leelanau Twp.	Leland Twp.	Village of Northport	Solon Twp.	Suttons Bay Twp.	Village of Suttons Bay
<b>RECREATION SERVICES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>NO</b>	<b>YES</b>	<b>YES</b>	<b>NO</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>NO</b>	<b>YES</b>
# of Facilities	2	1	1	2		2	3		5	9	2	1		5
Acreage Range	less than 1	1	2	3-15		4-8	1 or less		1/2-72	1-100	2-3	20		5-30
Total Acreage	less than 1	1	2	18		12	1		124	111	5	20		68
General Conditions	G	G	G	G		G	G		G	G	G	G		G
Sports Fields				X		X		X	X	X		X		X
Tennis Courts				X				X		X	X	X		X
Basketball Courts							X	X		X	X	X		X
Playgrounds	X			X		X	X	X	X	X	X	X		X
Tot Lots						X		X	X		X	X		X
Picnicking	X	X	X	X				X	X	X	X	X		X
Trails/X-skiing						X			X	X				X
Beach/Swimming						X	X		X	X	X			X
Boat Ramp		X	X							X	X	X		
Marina/# of Slips				Bouys						47	118			135
Sledding/Skating									X	X				X
<b>LIBRARY SERVICES</b>	<b>NO (1)</b>	<b>NO</b>	<b>NO</b>	<b>NO</b>	<b>NO (1)</b>	<b>YES</b>	<b>NO (1)</b>	<b>NO (1)</b>	<b>YES</b>	<b>YES</b>	<b>NO</b>	<b>NO</b>	<b>NO (1)</b>	<b>YES</b>
# of Facilities						2			1	1				1
Year Constructed						1982			1968	1976				198
# of Volumes						16,000			25,600	24,000				12,331
# of Cardholders						2,432			2,100	2,000				2,699
# 1990 Circulation						9,040			23,535	38,000				22,995
<b>CEMETERY FACILITIES</b>	<b>YES</b>	<b>NO</b>	<b>YES</b>	<b>NO</b>	<b>YES</b>	<b>NO</b>	<b>NO</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>NO</b>	<b>YES</b>	<b>YES</b>	<b>NO</b>
# of Facilities	1		3		3			1	2	2		1	1	
<b>SANITARY SEWER</b>	<b>NO</b>	<b>NO</b>	<b>NO</b>	<b>YES</b>	<b>NO</b>	<b>NO</b>	<b>NO</b>	<b>NO</b>	<b>NO</b>	<b>YES</b>	<b>NO</b>	<b>NO</b>	<b>NO</b>	<b>YES</b>
Year Installed				1976						1993				1934
<b>POTABLE WATER</b>	<b>NO</b>	<b>NO</b>	<b>NO</b>	<b>YES</b>	<b>NO</b>	<b>YES</b>	<b>NO</b>	<b>NO</b>	<b>NO</b>	<b>NO</b>	<b>YES</b>	<b>NO</b>	<b>NO</b>	<b>YES</b>
Year Installed				1970		1895					1930'S			1908
<b>STORM SEWER</b>	<b>NO</b>	<b>NO</b>	<b>NO</b>	<b>NO</b>	<b>NO</b>	<b>YES</b>	<b>YES</b>	<b>NO</b>	<b>NO</b>	<b>NO</b>	<b>YES</b>	<b>NO</b>	<b>NO</b>	<b>YES</b>
Year Installed (or to be installed)						1953	1993				1930 - 40'S			1993
<b>FIRE PROTECTION</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>
Fire/Emergency Station	X			X		X	X		X	X	X	X		X
<b>OTHER SERVICES</b>	<b>NO</b>	<b>NO</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>NO</b>	<b>YES</b>	<b>NO</b>	<b>NO</b>	<b>YES</b>
Municipal Offices Center			X	X	X	X	X	X	X		X			X
Maintenance/Garage Facility						X					X			X
Airport					X				X					

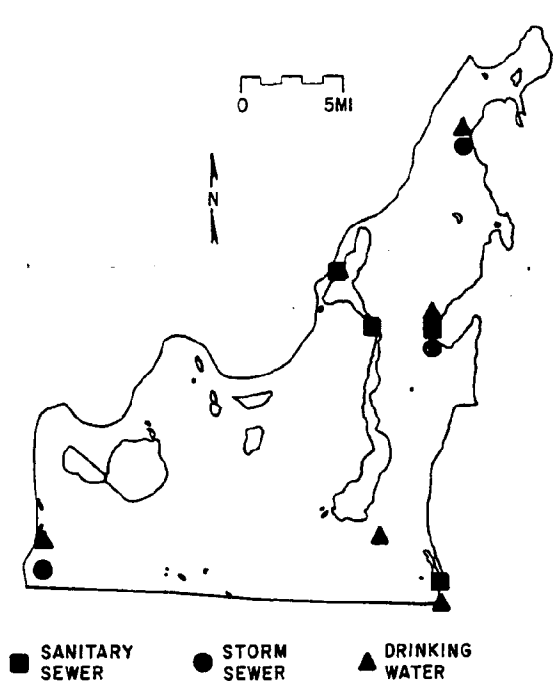
(1) Empire Township, Glen Arbor Township, and Kasson Township contribute funds to the Empire Library; Bingham Township and Suttons Bay Township contribute funds to the Suttons Bay Library.

G = Good

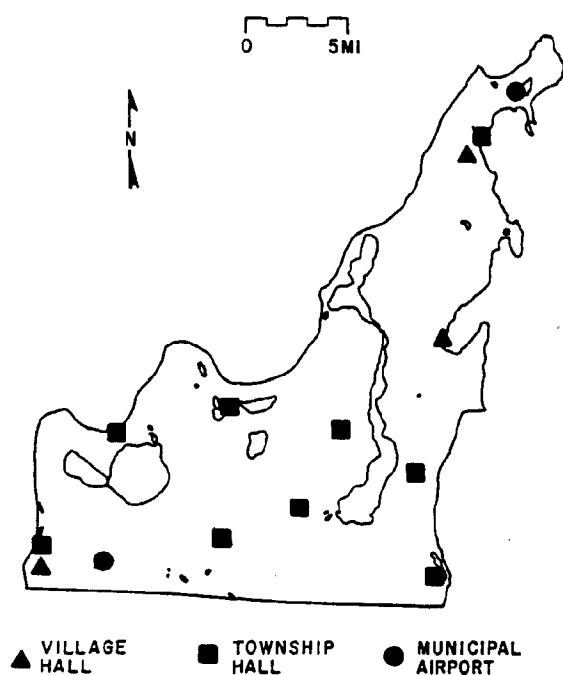
**Map 8-1  
COUNTY FACILITIES**



**Map 8-2  
PUBLIC WATER AND SEWER SYSTEMS**



**Map 8-3  
MUNICIPAL FACILITIES**



These systems permit higher development densities than on-site septic systems. To the extent additional capacity exists within these systems today, there is considerable potential to permit the expansion of the service area. Public sewers can contribute to a more compact development pattern or if poorly planned, to greater sprawl. Thus, how future growth is managed where public sewer service is present, is a critical quality of life consideration. Though Leland Township's excess sewer capacity is somewhat limited, the Village of Suttons Bay and Elmwood Township have considerable excess capacity. The Village of Suttons Bay excess capacity alone could accommodate a doubling of its population. This affords an opportunity for the master plans of these communities to project the way in which, under what conditions, and at what rate future infrastructure expansions may take place.



The resolution of these issues in the above communities and any others with expanded public facilities in the future may have peninsula-wide implications due to impacts on traffic levels, tourism, and other growth stimulating activities.

### Water Supply

As with on-site sewage disposal systems, nearly the entire peninsula relies on individual private wells for potable water. The only municipalities to provide public water systems are Elmwood Township and the peninsula's three Villages. The oldest of the systems was constructed in the 1890's in the Village of Empire and it has undergone numerous improvements and expansions over the years. Like the public sewer systems, these public water systems have permitted higher development densities and a more compact development form. Like the issues facing those municipalities with public sewer systems, the same growth management issues apply. The available excess capacity of these water systems should be managed in view of the resulting implications upon the local growth rates and development patterns. The master plans of these communities can provide guidance in the way of how, under what conditions, and at what rate water system expansions should take place.

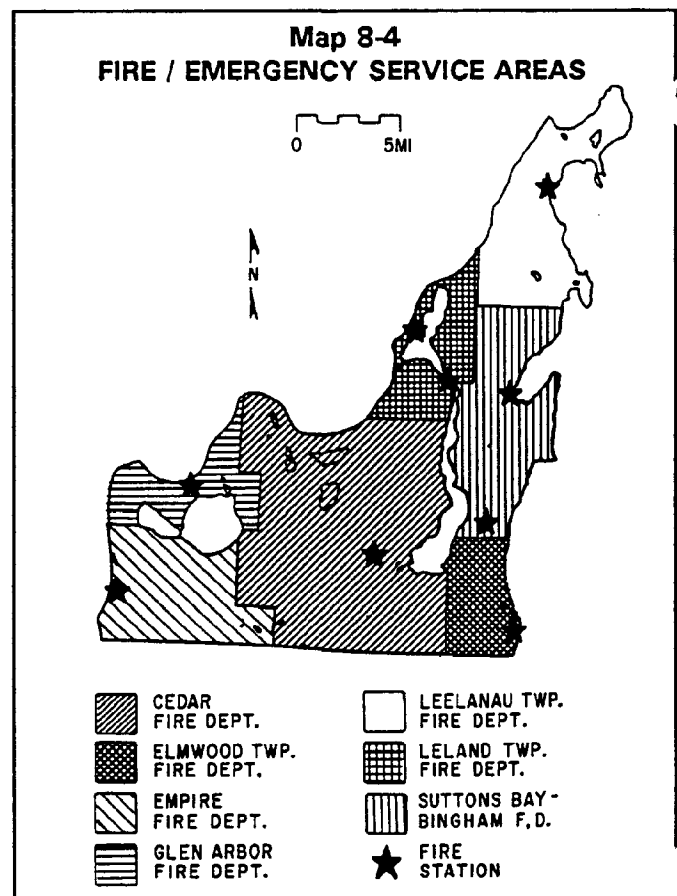
### Stormwater Management

Stormwater management was traditionally geared toward minimizing flood conditions and the resultant damage to and/or loss of life and property. It has, in more recent years, been expanded to place equal emphasis on controlling the quality of stormwater runoff before it is discharged into watercourses in order to protect them from sedimentation and water-born pollutants.

As important as stormwater management is, only one of the peninsula municipalities, the Village of Suttons Bay, provides for

stormwater management beyond storm pipes and drains along sections of main roads. The village also provides a sedimentation basin.

Stormwater runoff quantities increase as vegetative cover is removed and buildings, roads and parking lots are created. Sedimentation and water pollutants also increase with stormwater, further highlighting the need for adequate runoff quality control. The impervious surfaces associated with future development will place increased demands upon existing stormwater infrastructure and may create flood conditions in those areas where such infrastructure does not exist. Current local plans and ordinances need to stress the importance of adequate stormwater management, both on a site specific scale or across the whole municipality. Despite the porous (well drained) soils that cover much of the peninsula, stormwater management will become an issue of greater importance as growth continues.



## Emergency Services

While emergency services are taken for granted in more urbanized areas, there is often increased awareness of the presence or absence of emergency services in rural areas such as the Leelanau Peninsula. Emergency services take on a special importance on the peninsula where there are few emergency medical facilities and considerable distances to travel. Fire emergency services are comprised of seven volunteer fire departments throughout the peninsula. See Map 8-4. As a result of the all-volunteer fire departments and the long distances between fire stations, the vast majority of the peninsula has an Insurance Service Organization rating of 9 (with 10 considered the lowest rating). Exceptions include the Townships of Suttons Bay, Leland, and Elmwood, which have ratings of 8, the Village of Empire with a rating of 8, and the Villages of Suttons Bay and Northport, which

have ratings of 7. New development will increase demands for improved emergency services.

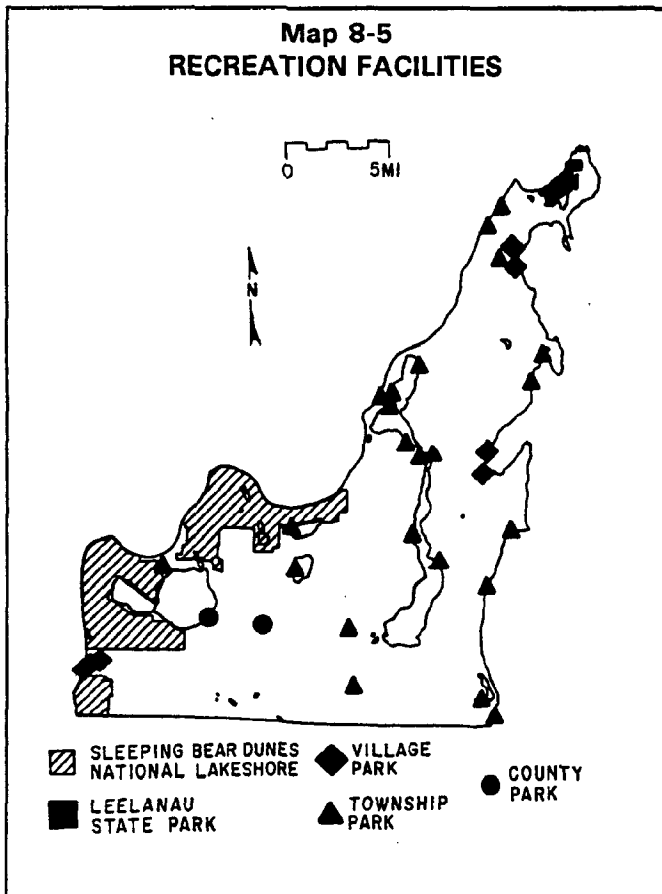
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*The vast majority of the peninsula has an Insurance Service Organization rating of 9 (with 10 considered the lowest rating).*

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All police services are provided by the Leelanau County Sheriff's Department except for part-time summer officers in Suttons Bay and Northport, and the Grand Traverse Band Police Department within the reservation areas. The Sheriff's Department provides a wide scope of services including jail administration, court officers, services of process for the courts, marine patrol, animal control, and fire and rescue dispatch. Increases in population, tourism and rising crime rates in northwest Michigan will result in increased pressure for additional police services and improved police techniques and methods.

Map 8-5  
RECREATION FACILITIES



## Administrative Facilities

Administrative facilities throughout the peninsula are comparatively limited. Only two thirds of the local municipalities have formal administrative offices and many of these offices have limited business hours. The only other local administrative facilities are the maintenance and/or garage facilities of the peninsula's three village municipalities. The county operates one principal administrative facility, the courthouse facility in Leland, the county seat. This facility houses the offices of the prosecuting attorney, treasurer, clerk, accounting, probate, register of deeds, district court and County Board of Commissioners, as well as a law library, court rooms, and several other offices. The county has an annex building for the planning and equalization departments and rents additional satellite facilities in Suttons Bay and in Lake Leelanau. The Road Commission's administrative offices are located in Suttons Bay as well. A review is underway to determine what, if any changes

should be made in county facilities and when and how they should be financed, if needed.

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*The current local recreational facilities on the peninsula are very limited in both scope of recreation opportunities and ease of accessibility by the public.*

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### Recreation Facilities

The present total recreational acreage, not including state and federal facilities, exceeds the normally accepted standard of 10 acres per 1,000 persons. Available recreational activities include birding, biking, boating, fishing, hiking, hunting, picnicking, cross-country skiing, snowmobiling, snowshoeing, swimming, and many others. Accessibility is a problem in that many facilities are distance from population

centers. No trail system exists between the parks to facilitate non-road park to park access. Current settlement patterns make it economically difficult to expand recreation services in outlying area, and most municipalities are not currently addressing this in recreation and land use plans.

### Library Facilities

Four of the peninsula municipalities operate library facilities including the Villages of Empire and Suttons Bay and the Townships of Leelanau and Leland. Though generally accepted "volumes of books per capita" standards are met, access to the library facilities is limited. While access is convenient for those living within the village areas where the facilities are located, access to such services is far more limited to the vast majority



Leelanau Enterprise Photo

Volunteer firefighters battle a house fire in Leland.

of the peninsula area. Again, the current settlement pattern makes it economically difficult to expand service to these outlying areas.

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***The General Plan calls for the establishment of a program for the expansion and improvement of public facilities and physical services on the peninsula in a manner which discourages sprawl and promotes compact settlement patterns.***

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### **Solid Waste**

Since 1983, all of the solid waste collected in Leelanau County has been disposed of at Glen's Sanitary Landfill in southern Kasson Township. Glen's Sanitary Landfill, the only landfill facility on the peninsula, has an approximate life expectancy of at least 45 years. The peninsula is presently serviced by three solid waste haulers. Due in large part to the disbursed population in the Leelanau Peninsula and surrounding counties, Glen's Sanitary Landfill is dependent upon regional users of its facility and receives waste from Leelanau, Benzie, and Grand Traverse Counties. If any one of these waste streams was discontinued, Glen's Sanitary Landfill could cease operation and waste collection costs on the peninsula could easily double due to increased hauling distances. The county will need to continue a strong solid waste management program to ensure licensed facilities are available to meet its needs. It will also be important to increase emphasis on "reduce, reuse, recycle" and related education programs.

Also at issue on the peninsula will be the growing need to expand recycling, composting, and household waste collection programs as community support grows and yard wastes are banned from landfill disposal in 1995. These programs will require additional funding.

### **A FRAMEWORK FOR FUTURE POLICY**

Public facilities and physical services will play a major role in shaping the future character of the peninsula and its overall quality of life. The Leelanau General Plan recognizes the intrinsic relationship between the peninsula's future and the programs within which public facilities and physical services are to be provided and/or delivered. To this end, the plan proposes a public facilities and physical services program to squarely address these issues. The plan calls for the establishment of a program for the expansion and improvement of public facilities and physical services in a manner which discourages sprawl and promotes compact settlement patterns. This may be accomplished in part through specific public services districts (see also Part One, Chapter 5 and Chapter 6 of this section).

Use of service districts underscores the necessity for interjurisdictional coordination and the plan calls for such cooperation as part of this public facilities and physical services program. Critical considerations in this regard include the identification of service district boundaries, the coordination of capital improvements among municipalities, and the phasing of capital improvements to the benefit of both the local municipalities and the peninsula as a whole.

Closely linked to the interjurisdictional treatment of future peninsula public facilities and physical services is the establishment of uniform minimum service level standards for all future new developments. "Level of service" refers to the level at which a public service is operating, or the "adequacy" of the service. By incorporating minimum level of service standards into local regulations and plans, municipalities will be able to both monitor the quality of services delivered as well as assure new development does not occur unless the necessary public services to support the proposed development are in place (or in place by the time the development becomes operational). Minimum service level standards

in a village should address, at a minimum: 1) adequate sewer and water service, including pipe widths, flow rates and capacities, construction, and related considerations; 2) adequate stormwater management controls including retention ponds, sedimentation ponds, erosion control, and related considerations; and 3) availability of emergency services.

The future provision of public facilities and physical services should also include a comprehensive investigation of current and future anticipated recreation needs in the peninsula according to local perceptions and attitudes, standards, and service areas. To the extent that needs are identified, comprehensive recreation plans should be prepared according to MDNR standards to identify effective local and peninsula-wide strategies for addressing these needs. Similar activities should be pursued for the library system as well.

Future public facilities and physical services must address the solid waste management situation and should be founded upon a periodically updated comprehensive solid waste management program. While the program must recognize both the peninsula's and region's reliance upon Glen's Sanitary

Landfill, strategies should be developed to effectively examine alternatives to reduce the waste stream and ensure backup space in other landfill facilities. In particular, the feasibility of curbside recycling in densely populated areas and ongoing recycling drop-off capabilities should be reviewed. Efforts will need to be directed at developing prototype designs for integrated solid waste management stations capable of accommodating the full scope of solid waste management operations including recycling, drop-offs, composting, and transfer stations.

Funding alternatives to property taxes, such as revenue bonds and special assessments, should be evaluated for all future public facilities and physical service improvements and expansions. Funding mechanisms should take into consideration the beneficiary of the improvement, the availability of state and federal grant dollars, user fees, and other available mechanisms.

In addition to the need for an interjurisdictional approach to the provision of public facilities and physical services on the peninsula, this plan advocates a far more active role by the general public regarding future decisions on improvements and/or expansions of public facilities and physical services. In addition to improving public awareness of the issues through education so more informed decisions can be made, specific steps could actively be taken to actively solicit public input, including more convenient access to local administration offices and municipal staff, and holding public hearings as alternative solutions are devised.

A strong public school system based on equal access and opportunity for continuing education is important to long term quality of life. Location of school facilities can influence development and traffic in an area. Some school facility decisions are made independent of other government program and facility decisions, only strong cooperative efforts based upon mutual respect can succeed in achieving common interests.



*Myles Kimmerly Park in Kasson Township is one of two parks operated by the county.*

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**PUBLIC FACILITIES AND  
PHYSICAL SERVICES POLICIES AND  
ACTION STATEMENTS**

The following policies and action statements are intended to establish the blueprint for implementing the **General Plan's** recommendations for the future of the peninsula's public facilities and physical services.

**Issue:**

*Capital improvements programming.*

**Policy:** Have county and local governments adopt and annually update capital improvement programs for the purpose of assuring and coordinating necessary improvements and expansions to public facilities and services compatible with local comprehensive land use plans and the Leelanau General Plan.

**Action Statement:** The County Planning Department should prepare and regularly update a comprehensive listing of all proposed, under construction, and completed county and local capital improvement projects including but not limited to information on project type, location, cost, funding source, timing and implementation agency.

**Action Statement:** The County Board of Commissioners should initially adopt and annually update a comprehensive capital improvements program consistent with the **Leelanau General Plan**, which is first reviewed and recommended by the County Planning

Commission.

**Action**

**Statement:** Local governments should prepare, adopt and annually update a comprehensive capital improvements program compatible with the policies of their comprehensive land use plans and the **Leelanau General Plan**, and which is first reviewed and recommended by the local planning commission.

**Action**

**Statement:** No new public facilities or major expansions or replacements of existing public facilities should be initiated that are not included in an adopted local or county CIP.

**Action**

**Statement:** The County Planning Department should prepare and annually update an official map of all proposed county and local capital facility improvements / replacements each year.

**Issue:**

*Protecting groundwater.*

**Policy:** Every effort should be made to protect our groundwater. This is crucial to protecting our lakes and streams. And it is important if we are to avoid the burden of supplying extensive municipal sewer and water systems in the future.

**Action**

**Statement:** The county should take to lead role in seeing that septic systems and wells are properly maintained, since this is essential to the protection of groundwater.

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**Action**

**Statement:** In addition to keeping current records of septic system and well permits, the health department should be funded to enable them to update past records to the extent reasonably feasible.

protection of groundwater from hazardous materials. The County Planning Commission has a model groundwater ordinance available, incorporating such requirements into the site plan review process.

**Action**

**Statement:** Whenever property changes ownership, the county should require that the septic system and well be certified by the health department to be in compliance with present standards. The responsibility should be that of the seller.

**Issue:**

*Expansion of public sewer and water.*

**Policy:**

Local governments in expanding current public sewer and water facilities and services will need to coordinate in a planned phased manner with the Leelanau General Plan.

**Action**

**Statement:** The county should encourage property owners who are concerned, to request inspection of their septic systems and wells by the health department, for an appropriate fee.

**Action**

**Statement:** Local governments with existing public sewer and/or water facilities and services should prepare comprehensive studies regarding the current and projected conditions and capacities of the infrastructure based on alternative growth scenarios.

**Action**

**Statement:** Bad problem areas, where widespread failure of septic systems is suspected, or where failing systems may endanger a stream or lake, should be identified. The county should allocate administrative funds so that each of these areas is methodically brought up to code, one area at a time.

**Action**

**Statement:** Local governments with existing public sewer and/or water facilities and services should identify within their adopted comprehensive land use plans the current and projected conditions and capacities of the infrastructure and specific policies which coordinate incremental service expansions congruous with the planned future land use pattern in the municipality and the village service districts of the Leelanau General Plan.

**Action**

**Statement:** In time, a system of periodic inspection of all septic systems in the county should be established.

**Action**

**Statement:** All local units of government administering zoning should incorporate into their ordinances measures ensuring the

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**Action**

**Statement:** If the rate of growth is very rapid, local governments with existing public sewer and/or water facilities and services should adopt comprehensive land use plan policies which identify the maximum annual number of permitted new sewer and/or water hook-ups based upon current and projected capacities, planned future land use pattern, the adopted capital improvements program, and growth management strategies.

**Policy:** Local governments without existing public sewer and water facilities and services should introduce such services only when and where there is a demonstrated need for such services and no other feasible or preferable alternative is available.

**Action**

**Statement:** Local governments without public sewer and/or water should include policies within their comprehensive land use plans regarding the intention, or lack of intention, to introduce such services within the planning period of the plan, and under what conditions and where, the introduction of such services is to occur.

**Action**

**Statement:** Local governments should initiate low technology efforts to prevent water pollution from leaking septic tanks along inland lakes. Such efforts could include, but are not limited to, annual (or more frequent if necessary) septic cleanouts and/or inspections, mandatory inspection at time of sale, the creation of septic maintenance

districts and/or prohibiting new development in areas without adequate on site septic facilities. Where low technology solutions fail, consideration should be given to creation of a limited sewer system to eliminate a health threat in a particular area.

**Issue:**

*Stormwater management.*

**Policy:**

County and local governments should adopt and coordinate regulations and programs to assure the adequate management of stormwater as a result of new construction activities.

**Action**

**Statement:** The County Drain Commissioner's office should develop long range comprehensive stormwater management programs for the purpose of educating the public on related issues and facilitating communication and coordination between stormwater management initiatives and projects of the local governments and the county. The programs should include coordinating soil erosion and sedimentation control and stormwater management consistent with the structure in Grand Traverse County if adequate financial resources are available.

**Action**

**Statement:** Local governments should adopt subdivision and related development regulations, or coordinate local provisions with any relevant county regulations. These should include provisions



to protect against floods, soil erosion, and sedimentation.

**Issue:**

*Government administration offices.*

**Policy:** County and local governments need adequate and accessible government administrative centers.

**Action**

**Statement:** The county should evaluate the findings of the county capital facilities study to determine the current and projected spatial needs of the county government offices and how these needs can be most optimally met (including the use of technology based delivery systems) in a way consistent with the policies of the Leelanau General Plan.

**Action**

**Statement:** Local governments with existing administrative centers should evaluate their current and projected space and technological needs, establish a program for renovation, technological additions, and/or relocation of offices.

**Action**

**Statement:** Local governments without existing administrative centers should adopt a program for locating and funding of centralized offices capable of meeting the current and projected (20 year projection) administrative needs.

**Action**

**Statement:** Local governments should publish and maintain regular business hours.

**Action**

**Statement:** Local governments would where feasible, establish "community centers" as part of, or closely linked to government administrative offices, to provide a community "hub" with special services to all age groups.

**Issue:**

*Public input regarding public facilities and services planning.*

**Policy:**

County and local governments should adopt formal mechanisms to solicit public input on the future planning and construction of new and expanded public facilities and physical services.

**Action**

**Statement:** The county should hold a public hearing prior to taking any formal action on major new or expanded public facilities or other significant changes to its current system of county public facilities and physical services.

**Action**

**Statement:** The county should periodically hold education forums for the purpose of providing information on current county public facilities and physical public facilities issues.

**Action**

**Statement:** Each local government should hold a public hearing prior to taking any formal action on major new or expanded public facilities or other significant changes to its current system of public facilities and physical services.

---

**Action**

**Statement:** Each local government should periodically hold education forums for the purpose of providing information on current local public facilities and physical public facilities issues.

**Issue:**

*Police and fire services.*

**Policy:** The county and local governments should cooperatively develop programs and standards to ensure adequate levels of police and fire services.

**Action**

**Statement:** The county and local governments should continue to improve upon the capabilities of existing automated police and fire information and record management systems, providing police and fire personnel increased coordination and communication between facilities during emergency and non-emergency conditions and information upon which to base "fire loss management plans" and other fire prevention measures.

**Action**

**Statement:** All local governments should adopt uniform level of service standards for emergency services and identify the minimally acceptable level for specific conditions.

**Action**

**Statement:** All local governments should develop, when/if the need becomes apparent, a funding mechanism to provide for "paid on call" fire protection personnel, in coordination with

or in place of the current volunteer fire protection personnel.

**Action**

**Statement:** All local governments should adopt a uniform set of fire protection infrastructure standards such as the provision of interconnecting roads, expandable water systems, line sizes and fittings, and other construction-based standards.

**Action**

**Statement:** The county should establish a program for the establishment and coordination of special crime prevention and monitoring programs such as neighborhood watch and operation identification.

**Action**

**Statement:** The county should establish a mechanism to ensure that firefighters know the specific location of hazardous, flammable, and poisonous materials on farm, business and industrial properties as part of "right-to-know" efforts designed to minimize health threats to firefighters, other emergency services personnel, and adjoining landowners.

**Issue:**

*Expansion of recreational facilities.*

**Policy:**

Local governments should be encouraged to acquire additional recreational acreage, and expand the scope of recreation opportunities and services, to meet the active recreation needs of the expanding population.

**Action**

**Statement:** All local governments should be encouraged to prepare and

maintain current five-year recreation plans which: 1) identify the current and projected recreation needs of the municipality; 2) establish strategies to address the needs in a prioritized manner; and 3) meet all the requirements of the MDNR to become eligible to receive recreation grant dollars.

**Action**

**Statement:** All local governments should be encouraged to develop a funding program for the purpose of generating monies for the purchase of recreational acreage.

**Action**

**Statement:** Local governments should be encouraged to prepare an inventory of high recreational value acreage based upon established criteria and to take action to acquire this acreage where such acquisition is consistent with the local 5-year recreation plan.

**Action**

**Statement:** Local governments should be encouraged to adopt zoning ordinance regulations which require the provision of designated open space areas as part of the residential development approval process for large residential developments.

**Action**

**Statement:** Local governments and the county should jointly prepare, monitor, and update a peninsula-wide linked trail system plan for the purpose of linking community centers and

recreation facilities throughout the peninsula and facilitating long distance biking, hiking, horseback riding, and cross-country skiing, and snowmobiling opportunities.

**Action**

**Statement:** The county and local governments should consider, in the development of park and recreation facilities, potential opportunities for local and peninsula-wide economic development opportunities which are in character with the peninsula.

**Policy:**

The county should continue to assist in the delivery of recreation opportunities as part of a more clearly defined recreation role.

**Action**

**Statement:** The county should consider the range of recreational roles most appropriate for it to adopt including, but not limited to, maintenance of current facilities and operations only, expansion of services and site acquisitions, establishment of passive recreation parks, and/or coordination of and technical support to local governments in the provision of recreation opportunities.

**Action**

**Statement:** Upon the identification of the optimum recreation role of the county, additional policies and action statements should be adopted in pursuit of that role.

---

**Issue:**

*Variety and safety of water recreation opportunities.*

**Policy:** The county and local governments should encourage the continuation of a variety of water recreational activities while ensuring an adequate level of public safety between activities.

**Action**

**Statement:** The county and local governments should review current ownership interests in public shoreline parcels and where desirable, take the necessary steps to strengthen ownership ties through fee simple ownership.

**Action**

**Statement:** The county and local governments should jointly prepare an inventory of potential shoreline recreational acreage and take action to acquire acreage of recreation value where such acquisitions are consistent with the local 5-year recreation plans.

**Action**

**Statement:** Local governments with inland lakes should prepare coordinated regulatory provisions intended to identify permitted water surface activities within specific water surface use areas.

**Issue:**

*Library services.*

**Policy:** The county and local governments should encourage the expansion of the roles and services of library facilities to meet the increasing library needs of the peninsula's

expanding population.

**Action**

**Statement:** The county should continue to encourage and support local governments in the provision of accessible library services.

**Action**

**Statement:** Local governments with existing library facilities should formally evaluate the adequacy of existing spatial and technological facilities in regard to current and projected needs and establish capital improvement and funding programs to address the needs, possibly with some alternative funding sources.

**Action**

**Statement:** Local governments should locate future library locations to help create a community "hub" by integrating them with complementary public uses such as governmental administrative offices and community activity centers. Consideration should be given to greater shared public use through communication networks with county and state agencies.

**Issue:**

*Solid waste management.*

**Policy:**

The county should periodically update a comprehensive peninsula-wide solid waste management program consistent with the requirements of Act 641.

**Action**

**Statement:** The county should coordinate with local governments to maintain a peninsula-wide and convenient system of recycling centers including, if feasible, curbside recycling.

---

**Action**

**Statement:** The county should continue and, where feasible, improve the peninsula-wide collection system whereby household hazardous wastes can be periodically collected and properly disposed of.

**Action**

**Statement:** The county should expand the solid waste management education program intended to educate the public regarding solid waste management issues in the county and the steps the local citizens can take to constructively contribute to minimize waste and environmental degradation.



Leelanau Enterprise Photo

*The public enjoys using park facilities on Glen Lake.*

## Chapter 9 NON-MUNICIPAL PUBLIC SERVICES

### INTRODUCTION

County and local governments do not provide all of the important public services on the peninsula. Residents and visitors also rely on natural gas, telephone, cable TV, electric, and medical services provided by private sector businesses. The availability of these services impacts the quality of life on the peninsula. The availability of utilities can greatly affect economic development potentials, communications, and available day to day conveniences. Availability of medical services can have a profound impact upon local quality of life conditions.

Because of the importance of these non-municipal services, the continuation and expansion of them must be incorporated into

the planning process for the peninsula. These services operate hand-in-hand with many municipally provided services and with other services provided by the private sector. (See Working Paper #10 for more information.)

### ISSUES

#### Electric Service

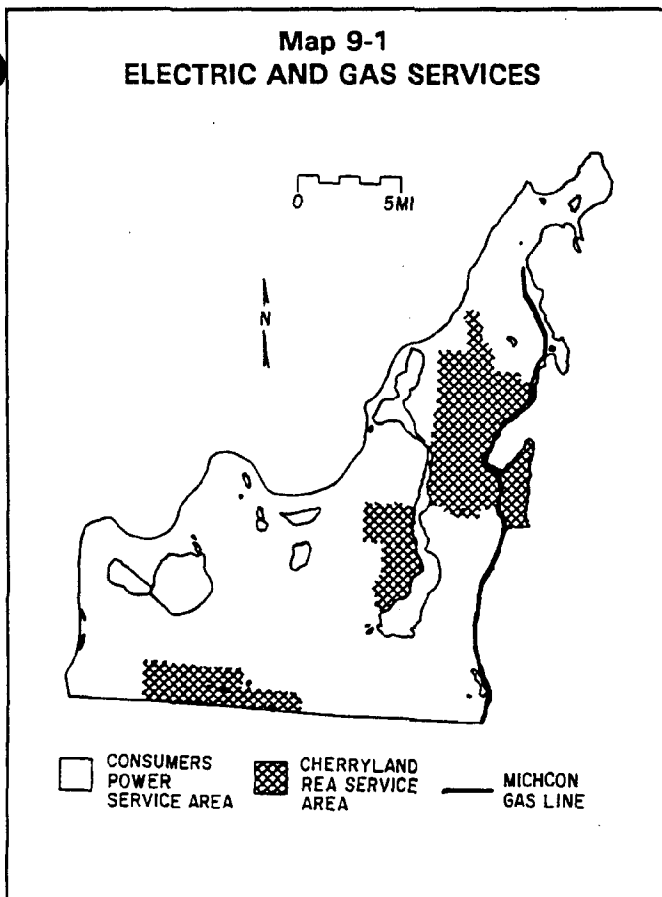
Electrical service is provided to the entire peninsula through Cherryland Rural Electric Cooperative and Consumers Power Company. See Map 9-1. Wolverine Power Supply provides electricity to numerous substations on the peninsula. Cherryland Electric Cooperative distributes this electricity throughout Leelanau County. Consumers Power Company is also responsible for transmitting electricity to numerous substations located on the peninsula.

#### Gas Service

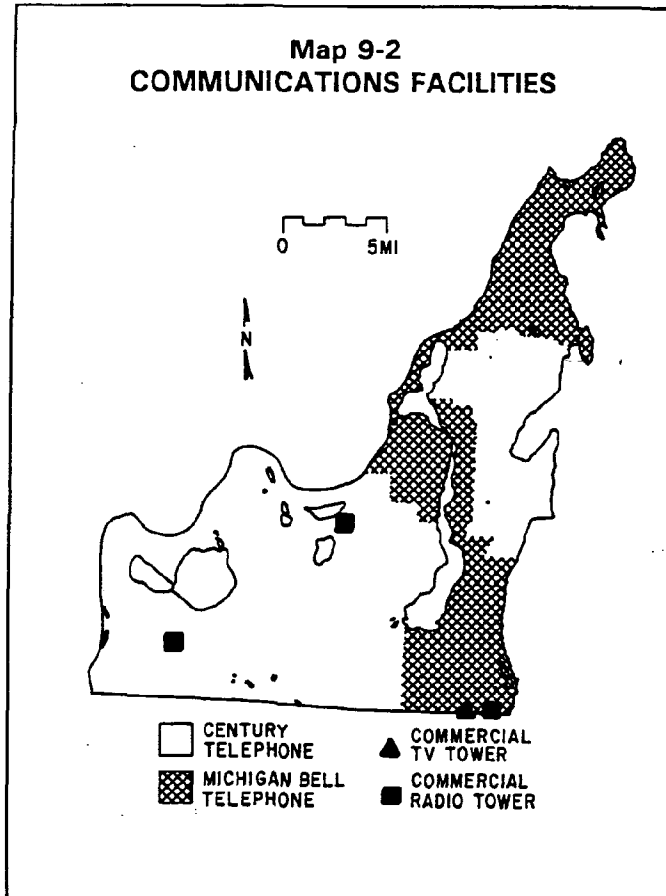
Gas service is far more limited in the peninsula than is electrical service. Michigan Consolidated Gas Company is the sole supplier of gas on the peninsula and service is only provided to the Townships of Bingham, Elmwood, Leelanau and Suttons Bay, and the Villages of Northport and Suttons Bay. The lack of gas service limits the options available for heating and other gas burning residential and nonresidential activities.

#### Telephone Service

Telephone service is provided throughout the entire peninsula by two companies; Michigan Bell Telephone Company provides telephone service to the communities of Lake Leelanau, Leland, Northport, and Greilickville, and the balance of the peninsula is served by Century Telephone Company. See Map 9-2.



**Map 9-2  
COMMUNICATIONS FACILITIES**



Cellular One Phone Company and Century Cellunet, Inc. provide very limited cellular phone service in the southeastern portion of the peninsula.

### **Radio Service**

There are five radio stations servicing the peninsula, four of which have towers on the peninsula.

### **Medical Facilities**

Leelanau Memorial Hospital in the Village of Northport is the single primary health facility on the peninsula and is affiliated with Munson Medical Center in Traverse City. The hospital was constructed in 1953 and provides a full range of medical care facilities including in-

patient and out-patient services, specialized senior citizen care, emergency room facilities, laboratory and X-ray facilities, and obstetrics and operating room facilities. Residents and visitors to the peninsula also have access to four dental clinics and seven private clinics and doctors practicing psychiatry, optometry, and general medicine. The Grand Traverse/Leelanau Community Mental Health Services facility is located in Suttons Bay. The Maple Valley Nursing Home in Maple City provides care to senior citizens.

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*Improvements in health care and utility infrastructure inevitably improve local quality of life conditions. As quality of life conditions improve, the area becomes more attractive to both potential residents and businesses.*

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Following the national trend, the population age level of the Leelanau Peninsula is rising. This aging process will be accompanied by an increase in demands placed upon area health care facilities. This increase will undoubtedly show itself in both a heightened need for additional health care facilities and greater accessibility, and herein lies the fundamental challenge. Leelanau Memorial Hospital is a comparatively small facility. The high and continually rising costs of health care today generally necessitates the need for larger hospitals to assure long term economic viability. Thus, whereas the peninsula is approaching a need for increased health care facilities and greater ease of access, the primary health care facility is becoming particularly vulnerable to health care economics and its long term viability on the peninsula may be in question. Further, distance exacerbates the already difficult accessibility.

While the peninsula is experiencing these health care needs and, to a lesser extent, gas and other utility expansion needs, it must be recognized that improvements in these areas will act to attract development. Improvements in health care and utility infrastructure

inevitably improve local quality of life conditions. As quality of life conditions improve, the area becomes more attractive to both potential residents and businesses.

## A FRAMEWORK FOR THE FUTURE

The Leelanau General Plan recognizes the critical link between non-municipal public services and the future welfare of the peninsula's municipalities and its residents. In this regard, it becomes vital that the planning of future utility expansions occurs in a coordinated manner with the future growth and development programs of the individual local municipalities as well as the peninsula as a whole. This is particularly applicable for gas distribution and television cable service, both of which are provided in limited fashion.

Similarly, attention must be directed toward alleviating the burden upon peninsula residents, businesses, and visitors of paying excess telephone charges due to the peninsula's multiple long distance charges. Future telephone service should serve the peninsula with a single long distance code number. Coordination among telephone service companies, local municipalities, and the

county should be channeled to assure the transition results in minimal disturbance to the daily patterns of the peninsula and its residents, businesses, and visitors.

Joint initiatives by the public and private sectors could be established and aimed at improving health care services on the peninsula. Consideration should be given to an array of options to reach this end including opportunities for extending the life expectancy of the Leelanau Memorial Hospital through special funding programs and services offered. Also, special health care transportation systems could be examined which might better improve access to public and private health care facilities. Other programs which might provide for a greater peninsula-wide distribution of health care facilities while still meeting the intent of local community plans, zoning ordinances, and this plan could also be pursued.

## NON-MUNICIPAL PUBLIC SERVICES POLICIES AND ACTION STATEMENTS

The following policies and action statements are intended to establish the blueprint for implementing the General Plan recommendations for the future of the peninsula's non-municipal public services and facilities.

### Issue:

*Telephone, electric, gas, and related utilities.*

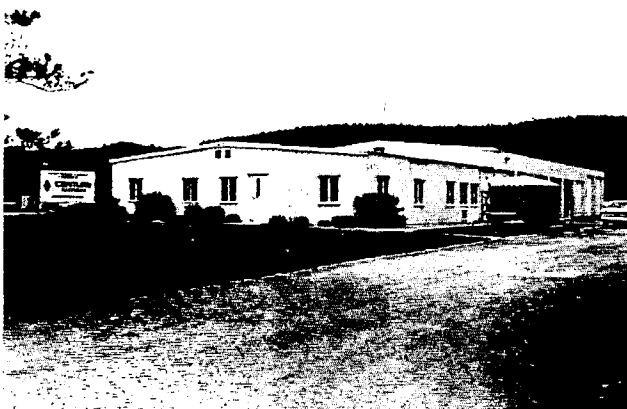
### **Policy:**

County and local governments should work cooperatively and constructively with public and private utility companies.

### **Action**

#### **Statement:**

County and local government should coordinate, to the greatest degree practical, all planning of and construction of



*Century Telephone Company office in Cleveland Township near Maple City.*



capital improvement projects with the planning and construction activities of public and private utilities.

**Action**

**Statement:** Local governments should develop policies regarding planned future land use patterns and the timing of development in coordination with existing and projected utility service areas and the Village Service districts of the Leelanau General Plan.

the expansion of service areas to support the planned future land use pattern and timing of development.

**Action**

**Statement:** Local governments should adopt zoning and subdivision regulations which require the placement of utilities below ground in all cases where practically feasible.

**Action**

**Statement:** Local governments should communicate with public and private utility offices regarding



Leelanau Enterprise Photo

*The North Flight medical helicopter service is available to Leelanau County.*

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## Chapter 10 ECONOMIC DEVELOPMENT

### INTRODUCTION

The economy of a region is the driving force behind its evolution. However, while a strong economy does not necessarily relate to a heightened quality of life, a struggling economy almost always assures a decline in the quality of life. A fundamental element of the Leelanau General Plan is the establishment of policies to provide for a strong economy within the context of sustainable growth and development. Economic development does not have to occur at the expense of the natural or visual environment. Conversely, peninsula residents do not have to settle for a lower standard of living in the name of environmental protection. A basic premise of the General Plan is that a sustainable, healthy economy is dependent upon a healthy environment, and no where is this more true than on the Leelanau Peninsula. (See Working Paper #7 for more background information.)

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*A basic premise of the General Plan is that a sustainable, healthy economy is dependent upon a healthy environment, and no where is this more true than the Leelanau Peninsula.*

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### ISSUES

As might be expected, residents are deeply concerned that uncontrolled development on the peninsula is negatively impacting the environmental and visual quality. This concern is being fueled by disconcerting economic trends and conditions.

#### Economic Trends

The peninsula's population is increasing between 2.5 - 3% per year and is expected to gain 5,000 additional persons by the year

2000. See Table 10-1. Though local growth rates are expected to vary, impacts will be felt peninsula-wide. This growth is expected to result in nearly 3,000 additional and seasonal dwelling units by the year 2000. See Tables 10-2 and 10-3. If past trends are an indication of what the future will bring, seasonal homes will continue to increase at a faster rate than year-round residences. See Figure 10-1.

---

*The peninsula's population is increasing between 2.5 - 3% per year and is expected to gain 5,000 additional persons by the year 2000.*

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Those persons migrating to the peninsula, often retirees and commuters, are wealthier and buy high value property which in turn increases area property values and heightens the already existing disparity among socio-economic groups. Many Leelanau County workers employed within the industrial sectors are earning less than their counterparts in other nearby counties and the state as a whole. Ultimately, the public service demands created by in-migration population places a disproportionately greater tax burden upon lower-income and fixed income households.

This residential growth will increase the labor force for which in-county jobs are very limited. The number of "bedroom community" residents will increase as will the number of commuters. See Map 10-1. The commute to employment centers outside the peninsula will be exacerbated by increased congestion and traffic safety hazards. What is worse is that a significant portion of the existing peninsula labor force lacks competitive skill advantages to secure better jobs and will undoubtedly suffer by comparison with the newly arriving labor force. The combined impact of new residential and nonresidential development will place greater demands upon available public

**Table 10-1  
1990 CENSUS AND PROJECTIONS**

Jurisdiction	1990	2000
Bingham Twp.	2,051	2,666
Centerville Twp.	836	1,087
Cleveland Twp.	783	1,018
Elmwood Twp.	3,427	4,455
Empire Twp.	503	654
Village of Empire	355	462
Glen Arbor Twp.	644	837
Kasson Twp.	1,135	1,476
Leelanau Twp.	1,089	1,416
Leland Twp.	1,642	2,135
Village of Northport	605	787
Solon Twp.	1,268	1,648
Suttons Bay Twp.	1,589	2,066
Village of Suttons Bay	561	729
City of Traverse City	39	51
<b>Leelanau County</b>	<b>16,527</b>	<b>21,485</b>

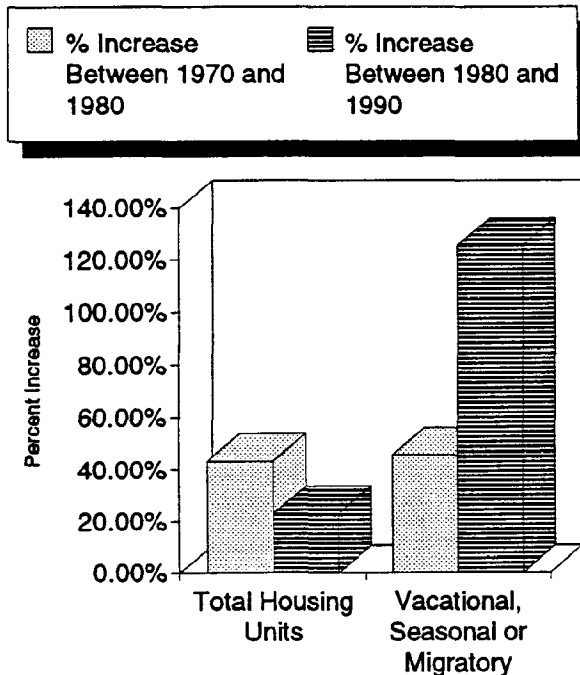
**Table 10-2  
PROJECTED POPULATION  
AND HOUSING UNITS**

**LEELANAU COUNTY**

Year	Projected Population	% Increase from Previous Decade
2000	21,485	30.0%
2010	26,255	22.2%
2020	29,747	13.3%

Year	Total Housing Units	# New Units	% Increase
2000	14,106	2,935	26%
2010	16,500	2,394	17%
2020	19,250	2,750	17%

**Figure 10-1  
PERCENT CHANGE IN HOUSING UNITS**



Source: Decennial Census



Downtown Leland

Photo by Mark A. Wyckoff

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services beyond just the roadway infrastructure, and will also place increased demands upon the peninsula's human services delivery system.

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*There is no clear understanding of the economic impact of the tourism industry upon the peninsula's overall economy nor how it influences other sectors of the peninsula's economy.*

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### **Tourism Importance**

While the tourism industry is most active in the warmer months, it impacts the economics of the peninsula all year. Many of the area jobs are seasonal and do not provide year-round income for workers nor generate year-round sales taxes. Still, tourism dollars continue to increase within the peninsula as do the number of registered water craft, indicators of a growing tourism economy. Still, there is no clear understanding of the impact of the tourism industry upon the peninsula's overall economy nor of how it influences other sectors of the peninsula's economy.

---

*The peninsula is geographically isolated - it is a destination location.*

---

Though service, retail sales, agriculture, and construction are the peninsula's export industries, it is clear that the comparative lack of commercial and industrial development on the peninsula places the tourism industry in that much more of a dominant role. To provide for a more balanced economy is particularly difficult on the peninsula as there are limited places where a higher level of public services are available.

### **Geographic Isolation**

The peninsula is geographically isolated - it

is a destination location. Normal transportation routes do not "pass through" the peninsula due to its geographic location. As a result, the potential pool of consumer dollars are limited to only those persons who are traveling to or living in the peninsula. The indirect surface travel and comparatively limited air, water, and rail service further adds to the challenges for economic development. However, there are also opportunities. For example, existing local businesses may not be capturing as much of the plentiful transfer dollars which are being imported into the peninsula (in the form of social security, pensions, etc.) as they could be.

### **Fiscal Implications**

The growth of the peninsula's population is altering land values as well. The percentage of land in farms (by SEV) has been steadily decreasing since 1974 while residential valuation has been steadily increasing. See Map 10-2. The amount of land in farms has correspondingly gone down while land in residential use has gone up. While the peninsula's total SEV has increased from approximately \$225 million in 1980 to \$878 million in 1993, more and more national studies are beginning to suggest that new development, contrary to traditional thinking, does not "pay for itself" across the board, and that, in fact, the additional public services to meet the demands of new development often cost more than the additional taxes collected. If true in Leelanau County, the current trend in land use could seriously undermine balanced economic development efforts by presenting public service financial challenges that cannot be met by new development. This would mean higher taxes by all residents to meet new public service needs created by new residents.

### **FRAMEWORK FOR FUTURE POLICY**

It is a goal of the Leelanau General Plan to encourage a balanced peninsula economy. This balance hinges upon the ability to realize the

**Table 10-3**  
**SEASONAL POPULATION**

	Estimated in 1975	Estimated in 1981	Estimated in 1987
December to February	5,645	2,788	15,000
March to May	6,856	2,759	13,000
June to August	56,765	42,184	113,000
September to November	12,400	7,283	43,000

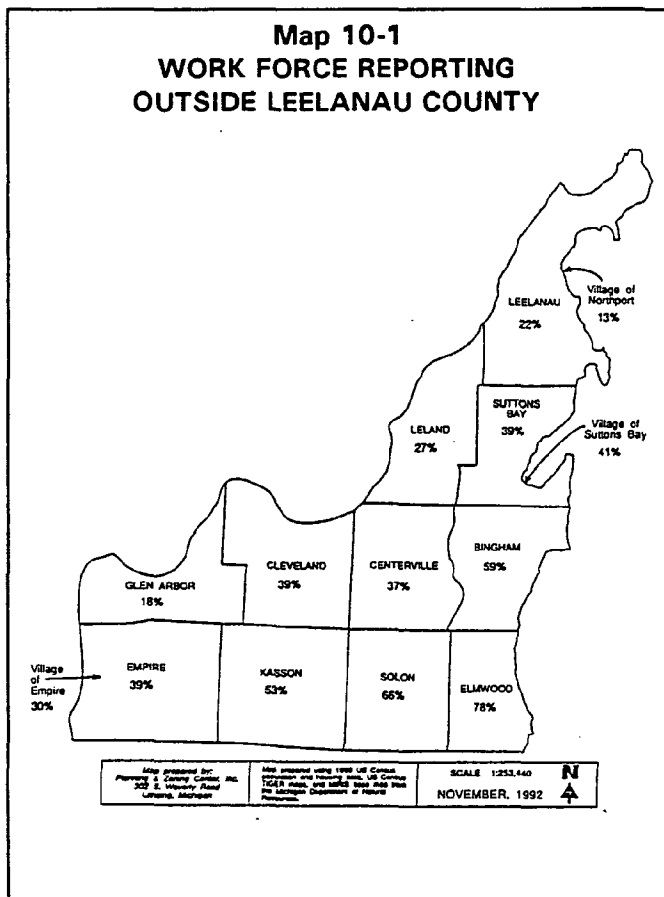
*Source: Leelanau County Solid Waste Management Plan, 1975 & 1981 figure NWMCOG, 1987 Ext. by Gosling & Czubak.*

large economic potential of the peninsula's resources while, at the same time, recognizing the fragile nature of these resources and taking strong protective actions to ensure their perpetuity. Sustainable growth and development, with environmental protection, and a more diversified economic base are the linchpins for a balanced peninsula economy. The absence or failure of any one of these three elements makes the others of little value or, in the worst case, a destructive force.

To achieve a balanced economy, it is critical that a clear understanding of the impacts of

the tourism industry on the peninsula be documented. New research must be directed in this area to document seasonal populations. It should assist in identifying appropriate role of tourism on the peninsula and the character that future tourism development should reflect. This research and data collection should include the establishment of a monitoring system to identify tourism trends and conditions on the peninsula and its local and regional impacts. To the extent that tourism continues principally as a summer activity, efforts should be directed at attracting new opportunities which are generally of low

**Map 10-1**  
**WORK FORCE REPORTING**  
**OUTSIDE LEELANAU COUNTY**



**Map 10-2**  
**RESIDENTIAL SEV: 1984 AND 1992**

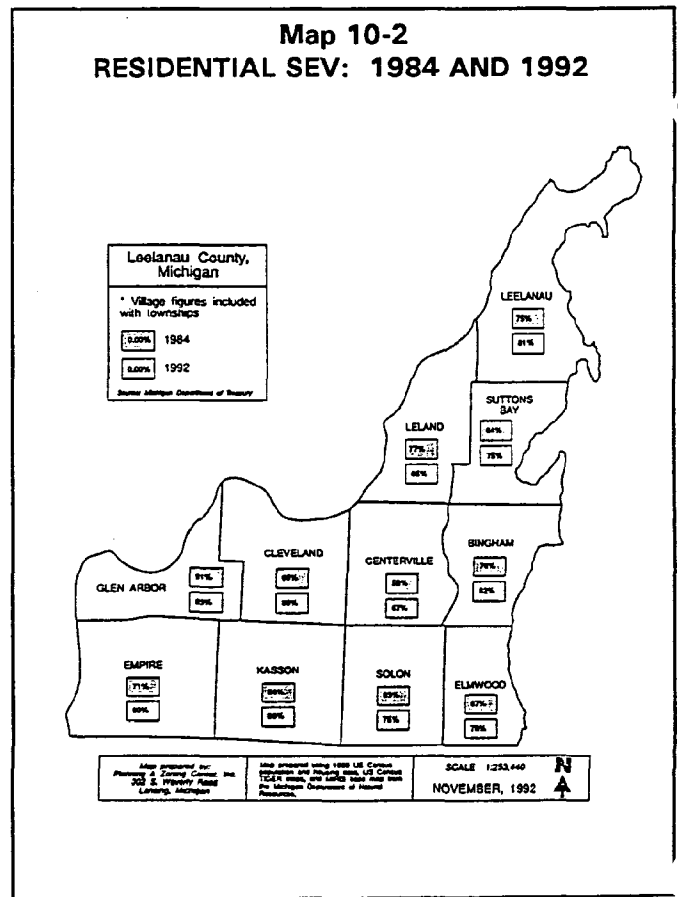




Photo by Jess J. Reed

*The Grand Traverse Band Casino in Peshawbestown.*

intensity and require limited landscape alterations. Opportunities to be pursued in this regard could include marina expansions, the enhancement of the Manitou Bottomland Preserve, historical tours, continued support and protection of the peninsula's special natural tourist attractions, bike tours, and facilities, and the expansion and promotion of nature appreciation and interpretation facilities.

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***Sustainable growth and development, with environmental protection, and a more diversified economic base are the linchpins for a balanced peninsula economy.***

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The economic base should be diversified. The economics of tourism do not support much of the peninsula's year-round population. Opportunities for additional economic development must be provided which can operate within, and be compatible with, the

sensitive resource base which characterizes the peninsula. At the same time, these resources must be recognized for their long term non-economic benefits and should be approached with a responsible manner with a strong sense of stewardship.

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***More and more national studies are beginning to suggest that new development, contrary to traditional thinking, does not "pay for itself" across the board, and that, in fact, the additional public services to meet the demands of new development often cost more than the additional taxes collected.***

---

In striving for this economic future, a major effort should be made to create more year-round jobs in businesses and industries which have demonstrated a commitment to environmental protection or which by their nature do not pose threats to the peninsula's environmental integrity. Location criteria should include proximity to public services, utilities, transportation, work force, and associated logistical elements. Potential individual industrial sites on the peninsula should be evaluated for future use consideration. Equal efforts should be directed at expanding the local business base through a variety of initiatives including the development of a business list.

It is of particular importance that economic development on the peninsula is not encumbered by the duplication of services among the many agencies involved. A data base should be developed which identifies the agencies and offices offering economic development assistance in the peninsula and these agencies should be regularly contacted to uncover new programs and other support information. A linkage with the Traverse Bay Economic Development Corporation should be established with the purpose of coordinating economic development activities from within

and out of the peninsula, distributing marketing materials, and providing specialized training programs. There is a need for consistent, long-term economic development leadership in the peninsula and coordinated economic development services for the business community.

The increased economic development activity anticipated from these initiatives should be guided to those areas of the peninsula planned for village development and supported by the necessary public facilities and convenient to the work force. All capital improvements should be well planned, phased, and coordinated with adjoining municipalities and county projects. Model zoning language should be prepared which provides for planned

and compatible mixed uses, small scale developments, and signage, which is sensitive to the surrounding natural and rural environment. Commercial areas should be pedestrian friendly and landscape amenities should enhance the village setting. Site development associated with new economic development projects should be guided by the recommendations of the **Grand Traverse Bay Region Development Guidebook**.

All businesses operating with heightened risks of environmental contamination should be monitored through the development of a regular and ongoing peninsula-wide monitoring system. Local municipalities should adopt environmental regulations included in the



Photo by Jess J. Reed

*Elmwood Township Marina in Greilickville.*

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**Grand Traverse Bay Region Development Guidebook** to better protect future environmental integrity.

The **Leelanau General Plan** calls for an aggressive program to protect the peninsula's agricultural economy. A critical component of this program relates to the peninsula's future land use pattern, as discussed in Chapter 6. In addition, however, the **General Plan** encourages the expansion of marketing opportunities for farmers including the promotion of locally produced farm products, mail-order businesses for farm products, farmland tourism networks, organically grown products, and the examination of national and global marketing opportunities. In addition, continuous monitoring of trends and conditions in crop production, P.A. 116 enrollments, conservation reserve programs, and other agricultural economic indicators should become routine and the data generated applied to current and future marketing initiatives.

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***The Leelanau General Plan calls for an aggressive program to protect the peninsula's agricultural economy.***

---

Improved employment opportunities for many of the residents on the peninsula will remain out of reach without improved job skills. The training needs of target industries must be identified and appropriate training provided. The peninsula should become part of the Northwest Michigan Community College District to reduce tuition rates and gain easier access to needed training programs. Satellite centers should also be established to also provide easier access to training opportunities. These employment programs should not be reserved for adults only, but programs should be developed for the peninsula's children which encourage leadership and independence.

The future evolution of the economy should be supported by an improved peninsula-wide information system. An integrated high-tech information network should be developed to

expedite communications and improve education programs and access. This network should include a community/school access channel and a telephone system which ensures fast, convenient, and lower cost service than is currently available.

## **ECONOMIC DEVELOPMENT POLICIES AND ACTION STATEMENTS**

The following policies and action statements are intended to establish the blueprint for the **General Plan's** vision for future economic development.

### **Issue:**

*While the effects of tourism are great in the peninsula, there is no recent, formal impact assessment of this sector of the economy. Without impact assessment, decisions on the balance between tourism and environmental protection will remain uninformed.*

**Policy:** Define the optimum role of tourism and tourism development in the peninsula consistent with protection of the natural environment.

**Action Statement:** Cooperate with Michigan State University, Travel and Tourism Resource Center and the Michigan Department of Commerce Travel Bureau to assess the impact of tourism on the peninsula economy.

**Action Statement:** Devise and maintain a data collection and monitoring system to continuously evaluate seasonal population changes and other local impacts of tourism.



**Action**

**Statement:** Initiate a feasibility study, with assistance from the Department of Natural Resources, on the expansion of select peninsula marinas.

**Action**

**Statement:** Strengthen historic preservation efforts in the peninsula and develop a formal tour or guidebook for historic features/trails.



*Businesses in Glen Arbor.*

**Action**

**Statement:** Work with the Department of Natural Resources, local, and state-wide groups to restore, improve, and maintain sport and commercial fisheries.

**Action**

**Statement:** Work closely with Sleeping Bear Dunes National Lakeshore to promote and protect park features.

**Action**

**Statement:** Actively promote regulatory measures which protect the attractive natural features in the peninsula using view amenity protection, site plan review, and other site design measures.

**Action**

**Statement:** Promote the development of an integrated greenway/trail system in the peninsula.

**Action**

**Statement:** Promote the development of additional small parks in the peninsula, especially along lakeshores, streams, and ridges.

**Action**

**Statement:** Create a wildlife enhancement committee for the peninsula to establish such things as a network of nesting boxes; wildlife corridors, re-establishment of forage vegetation; and establishment of native wildflower meadows.

**Action**

**Statement:** Assemble and make available information regarding county opportunities to enjoy nongame wildlife and natural areas.

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**Issue:**

*The peninsula needs more year-round jobs in industries which are sensitive to the environment.*

**Policy:** Economic development leadership should spearhead a business retention and development program for the peninsula.

**Action Statement:** Develop a business visitation program, conducted by economic development professionals for all industrial facilities and large employers in the county. The purpose of such visits will be to identify needs and opportunities for business retention and future development through continued open communication.

**Action Statement:** Develop a commercial survey for the county focusing on impacts of tourism on businesses, the nature of commercial establishments, and needs for technical assistance.

**Action Statement:** Develop a program to increase export activities in the peninsula.

**Action Statement:** Investigate access to venture capital and develop avenues to tap it as opportunities present themselves.

**Action Statement:** Promote the growth and development of small-scale (cottage industries) which retain rural character and do not overburden public services.

**Action**

**Statement:** Investigate the job creation potential of meeting the special needs of an aging population through health services.

**Issue:**

*The stability of agriculture in the peninsula is eroding and along with it a prime economic base.*

**Policy:** The county and local units of government should initiate proactive measures to protect farmland (see Land Use chapter).

**Action**

**Statement:** Develop a peninsula-wide system for transfer of development rights or purchase of conservation easements to protect important agricultural lands by compensating the landowner for its development value.

**Action**

**Statement:** Devise and implement training programs for builders, developers and Realtors in the peninsula to familiarize them with new peninsula development and redevelopment policies as they are adopted by local governments to implement the Leelanau General Plan.

**Action**

**Statement:** The county should work with the Soil Conservation Service to devise an agricultural data base which more closely monitors crop production, P.A. 116 enrollments, conservation reserve programs, and other appropriate agricultural preservation/support programs.

**Issue:**

*Communication among economic development entities is limited and as a consequence, their efforts are frequently fragmented.*

**Policy:** The county should become familiar with all appropriate local, regional, state and federal entities responsible for economic development efforts and should not duplicate effective programs.

**Action**

**Statement:** The county should develop a directory of economic development groups, state and federal programs and technical resources available for small businesses.

**Action**

**Statement:** The county should initiate and maintain communication with: federal Economic Development Administration; Michigan Department of Commerce regional office; Northwest Michigan Council of Governments; Michigan Employment Security Commission, Bureau of Research and Statistics; the Traverse Bay Economic Development Corporation; local utility companies; and other appropriate entities as identified.

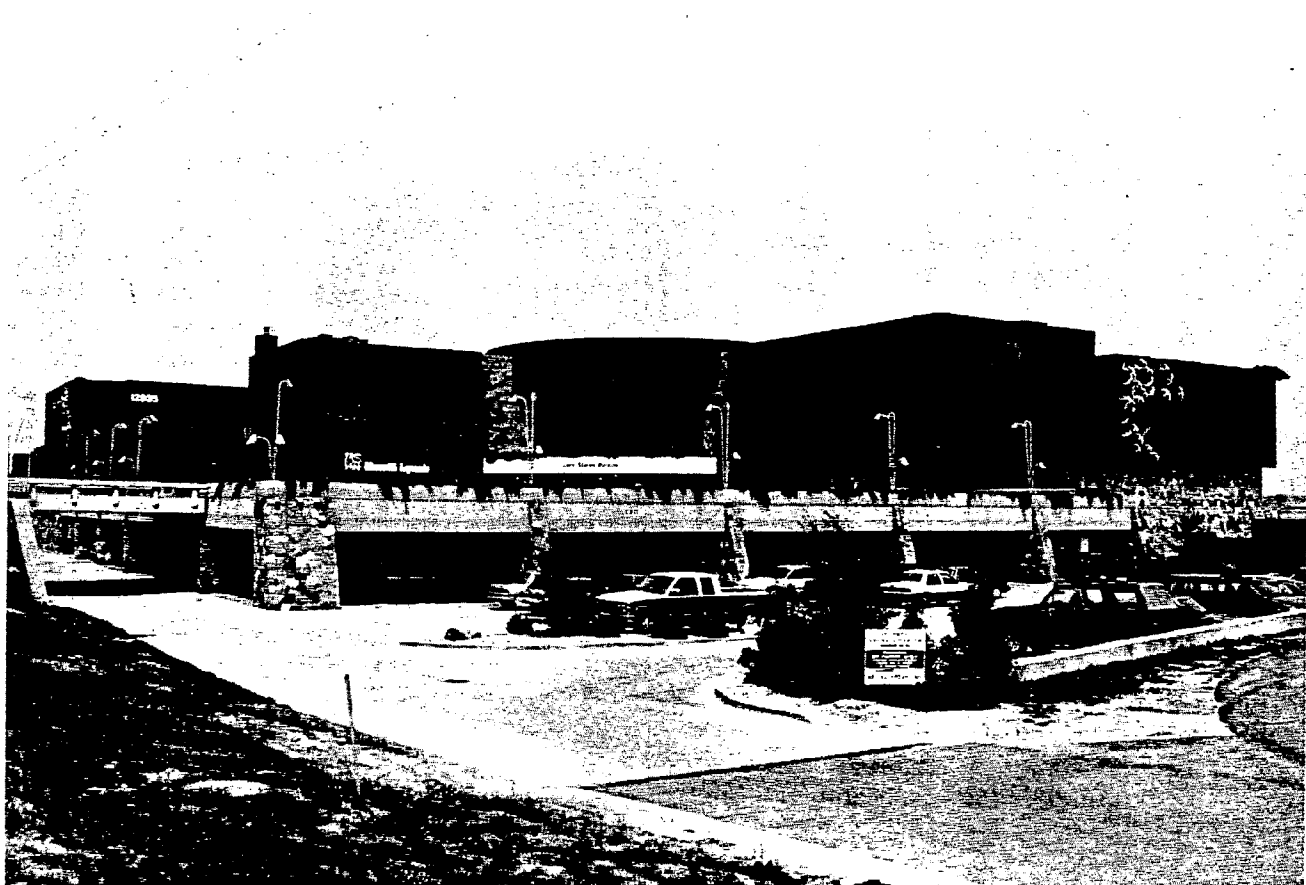


Photo by Jess J. Reed

*The Lake States Insurance building, known locally as the Reef Building, in Greilickville.*

**Policy:** The county should coordinate the development of an economic development coalition inside, or available to the peninsula, including, if appropriate, links with local chambers of commerce and/or a regional economic development organization in order to coordinate economic development efforts within and outside of the peninsula.

**Action Statement:** Economic development sub-groups should be established (or if in existence-linked) to focus on tourism development, industrial development, small business / entrepreneurial skills, intergovernmental cooperation and any other topics deemed appropriate by the coalition.

**Action Statement:** Local jurisdictions should become part of the coalition, providing resource support for marketing efforts.

**Action Statement:** In cooperation with the MSU Cooperative Extension Service, coalition members should continue leadership training and team building.

**Issue:**

*Much of the commerce activity in the peninsula is scattered and not particularly well-served by proper services.*

**Policy:** At the peninsula level, identify business and residential centers for concentrated development that provides efficiency in energy and service delivery.

**Action Statement:** Focus economic initiative in or close to villages (where the people are).

**Action Statement:** Develop in the county, with local government assistance, sample zoning regulations which allow for planned and compatible mixed uses.

**Action Statement:** Promote the establishment of unified, local telephone and cable services providing peninsula-wide access without toll rates and the inconvenience thereof.

**Action Statement:** Investigate the expansion of gas utility service areas in select portions of the county as well as "three-phase" electrical service.

**Action Statement:** Plan physical infrastructure investment to phase and coordinate it among all local jurisdictions.

**Policy:** Promote well-designed business facilities which blend with the environment and are not overly suburbanized in appearance.

**Action Statement:** Provide technical assistance to local governments and promote the implementation of the new model sign ordinance which minimizes the impact of signs on the landscape.

**Action Statement:** Develop local site design guidelines consistent with the Grand Traverse Bay Regional

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**Development Guidebook,** to promote the establishment of native vegetation, wildflower fields, and native grasses over sod yards in commerce centers.

**Action**

**Statement:** Integrate adequate parking with other access management techniques to minimize congestion and visual impact of commercial and industrial development.

**Action**

**Statement:** Coordinate prohibitions of strip development with local zoning regulations.

**Action**

**Statement:** Upgrade and redevelop existing, aging commercial establishments and centers to arrest deterioration and maintain the appearance of the peninsula.

**Action**

**Statement:** Promote local regulations for small-scale development in service centers to blend with the rural character of the peninsula.

**Action**

**Statement:** Design commercial centers toward being pedestrian-friendly with natural landscaping, pathway and amenity tie-ins as illustrated in the **Grand Traverse Bay Region Development Guidebook.**

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## Chapter 11

# HUMAN SERVICES AND FACILITIES

### INTRODUCTION

Within the context of the Leelanau General Plan, human services and facilities include an array of services typically aimed at providing specialized assistance to individuals and families to improve their productivity as members of society and/or improve their quality of life. These services are characterized by programs for the elderly, employment services, financial assistance, domestic violence intervention, shelters, mental health services, and similarly related support assistance.

Human services and facilities are critically important to the peninsula for a variety of reasons. First and foremost, these services and facilities provide assistance to individuals, children and families in need. Availability of a "safe haven" and/or helping hand is often necessary for individuals and/or families who are not capable of resolving a conflict or crisis themselves. And, the assistance provided by these services and facilities has the potential to benefit the peninsula beyond just those receiving the services. Many of the services offered enable individuals to become active and productive residents of the peninsula and thus limit the demand on revenues for long term public assistance due to unemployment, disabilities, mental illness, and other difficulties. This can result in both a higher level of services delivered as well as more revenues available for other needed services and programs. The peninsula's human services and facilities are also available to serve the many migrant workers who temporarily reside in the peninsula during the growing and harvesting seasons and whom, by their transient nature, may be in particular need of special services and programs. Without these services, agricultural operations could not be competitive.

### ISSUES

#### Lack of Reliable Data

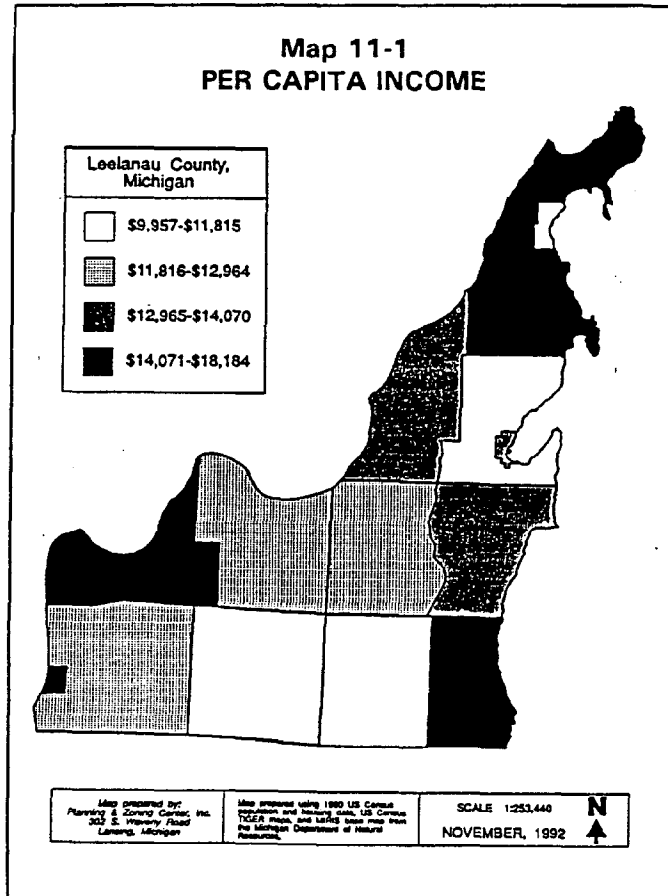
Historically, a significant issue facing the county in the delivery of human services has been the lack of reliable data regarding particular human service needs. This has been in large part due to the lack of a reliable and comprehensive demographic profile of the peninsula, and the resulting limited baseline data upon which services can be delivered and evaluated. As a result, it has not been clear as to: 1) the extent to which the human services needs of the peninsula are being met; 2) the degree to which duplication of services between agencies may exist; 3) whether the services currently provided are in fact necessary; and 4) whether the services currently being delivered are effective.

The recent completion of the Leelanau County Human Services Review (March 1993), however, prepared by the Northwest Michigan Council of Governments, ends a substantial portion of the data drought. This study compiles all of the relevant 1990 census data and displays it in both tables and maps. The mapped data is largely displayed at the block group level. In addition, a comprehensive survey of human services provider organizations was conducted. The results are displayed in a series of tables. The report finds very little duplication of services, but many gaps and a need for future collaboration in service provision to improve effectiveness and efficiency.

#### Limited Fiscal Resources

Also impacting the current delivery of human services on the peninsula is the comparatively limited amounts of money available for such programs. Leelanau County significantly trails behind the state in per capita

**Map 11-1  
PER CAPITA INCOME**



allocations by the state to the county for human services. In fact, the county received only between one half and two thirds of the per capita allocations for human services compared to the statewide average. Map 11-1 shows per capita income by municipality.

### Needs of Special Populations

One group significantly affected by the scope and quality of human services are area senior citizens. See Map 11-2. This population is commanding a growing share of the national, state, and peninsula population. The elderly are faced with numerous day-to-day challenges which, in turn, challenge the human services delivery system. Economic stability, health and nutrition, transportation and mobility, and self sufficiency are all very real and pressing issues which must be addressed.

*The county received only between one-half and two-thirds of the per capita allocations for human services compared to the statewide average.*

Many of the challenges being faced by the elderly are, to varying degrees, also confronting other special populations of the peninsula. While many senior citizens are physically disabled, so are many other younger persons. Insufficient income to meet living needs often faces the elderly on a fixed income, but it also affects those persons untrained for the job market or recently laid off. While the very aged may be more prone to mental illness, anyone can experience mental distress brought about by societal or personal pressures.

### Drug Abuse, Child Care and Domestic Violence

Drug abuse counseling, child care needs, and domestic violence present increasing demands upon human services systems. The rural character of the peninsula has not, contrary to what is often believed, buffered the peninsula from these challenges. The increasing number of single parent households is placing extraordinary pressures for affordable and convenient day care facilities. Drug abuse and domestic violence are now openly discussed and recognized as far too common occurrences for the welfare of the persons involved and the society as a whole.

As Working Paper #11 on Demographics documents, there are wide disparities in income and family situations. Public programs and services designed to help individuals, children, and families meet a short term need can dramatically improve the ability and likelihood of self sufficiency thereafter. Over time, the income gap should narrow (or at least not widen further) if human service programs are effective.

## A FRAMEWORK FOR FUTURE POLICY

The foundation for the future delivery of human services on the peninsula must be based upon valid baseline data and an understanding of specific human service needs. Services should be based upon clearly identified needs, and to this end detailed demographic profiles should be developed, needs identified, and services monitored according to both quality and trends in demand.

The refinements to the peninsula's human service delivery system, in response to this base data, should direct special attention to the needs of children and the elderly. The peninsula's future largely rests with the health and vitality of its children. Yet, it is the peninsula's elderly who are the fastest growing segment of the population. The peninsula's human service delivery system should respond to the particular needs of these populations through collaborative programs. Similar efforts should be pursued in regard to services for drug abuse, domestic violence, mental health, early education, and other human services needs, including special programs for migrant workers.

Special emphasis should be directed to the basic health and nutrition needs of the entire peninsula before other services can be effective and worthwhile. Affordable and convenient access to health and nutritional care must become paramount.

Improvements to the peninsula's human services delivery system should be based upon increased interjurisdictional and inter-agency coordination and, more importantly, on collaboration. This collaboration should be particularly aimed at preventing unnecessary duplication of services and creating the most cost effective service delivery system. Other efforts should focus on periodic review and monitoring to identify unmet needs, and to finding the most appropriate organization(s) to address the need, as well as ways in which resources can be redirected to higher need

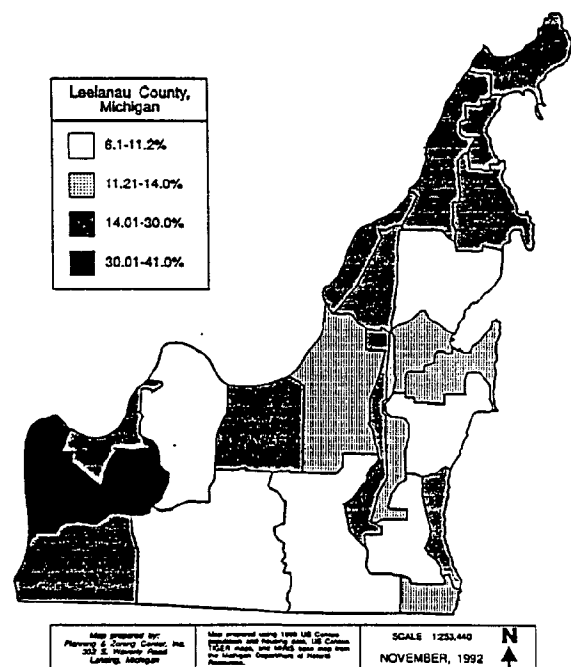
services.

The extent to which the private sector can deliver human services in a cost effective manner in coordination with public agencies should be continually evaluated and monitored and, where appropriate, encouraged. Privatization of services, along with the examination of alternative funding structures for services should be examined as the opportunity permits.

## HUMAN SERVICES AND FACILITIES POLICIES AND ACTION STATEMENTS

The following policies and action statements are intended to establish the blueprint for the General Plan recommendations for the future of the peninsula's human services and facilities.

**Map 11-2**  
**PERCENT OF POPULATION AGE 65 & OVER**





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**Issue:**

*Duplication and/or gaps in human services and facilities.*

**Policy:** Stewardship of public resources dictates that the county and local governments and human service agencies should exert every possible effort to make sure that there is a reasonable match between the needs and services; i.e., services should be based on quantifiable needs.

**Action**

**Statement:** A demographic profile of the needs of citizens on the peninsula for human services and facilities should be made available to all human service organizations as a benchmark against which to develop, deliver, and monitor the effectiveness of their programs.

**Action**

**Statement:** An organized method of periodic review of all human service programs should be collaboratively implemented to ensure the most cost effective and comprehensive delivery of needed services.

**Action**

**Statement:** Any resources devoted to program areas designated as "over-met" should be redirected to service areas identified as "under-met."

**Issue:**

*Special needs of children.*

**Policy:** County and local governments recognize that children are the future of the county and should make every effort to see that their basic needs are met.

**Action**

**Statement:** A comprehensive identification of the special needs of children on the peninsula should be periodically conducted along with an assessment of available services and delivery systems in order to compare the special needs of children with services delivered.

**Action**

**Statement:** Those governments and other human services organizations on the peninsula which provide services to children should identify, review, and evaluate alternatives to best match needs and services to optimize use of resources.

**Action**

**Statement:** In considering the appropriate service mix, state guidelines should be considered along with a special emphasis placed on those initiatives which are preventative in nature, such as pre- and post-natal care, parenting skills, basic health and nutrition, teen pregnancy prevention. These initiatives will be the most cost-effective in the long-term.

**Issue:**

*Special needs of the elderly.*

**Policy:**

Provide human service programs, sponsored by Leelanau County, that will facilitate personal development and self-sufficiency of all county residents. Such programs should assist individuals to achieve their full potential and protect and enhance their personal health and enjoyment of life.

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**Action**

**Statement:** Recognize the social and financial capability among county residents and support the Board of Social Services in identifying and assisting those in need to grow toward economic and social independence and dignity.

**Action**

**Statement:** Provide services that will permit senior citizens to remain in their own homes and to minimize their dependence on institutional care. Programs such as nutrition programs, homemaker aid, public transportation (BATA), respite care and others are appropriate means for achieving this policy.

**Action**

**Statement:** Provide preventive services for the elderly, including but not limited to contact, physical facilities, and congregate meals.

**Action**

**Statement:** Seek the involvement of volunteers, community-based organizations and senior citizens themselves in mounting service and educational programs.

**Action**

**Statement:** Establish funding guidelines that consider state, county and local appropriations as well as fee and charitable gift revenues, recognizing that while initial county matching contributions may be appropriate, the responsibility for operational funding of senior citizen centers should remain at the local level.

**Action**

**Statement:** Develop a data base of clientele for senior citizen programs from which programmatic

requirements, such as senior citizen housing, can be projected and planned.

**Action**

**Statement:** Identify ways in which Leelanau County can become more attractive to senior citizens. Specifically investigate the feasibility of establishing an environment for "continuum of care" which responds realistically to the process of aging in providing the needed and desirable physical and service infrastructure.

**Issue:**

*The needs of physically challenged county citizens.*

**Policy:**

Leelanau County should seek to minimize the barriers to economic and other self-sufficiency by physically challenged individuals to promote self-sufficiency by all appropriate means.

**Action**

**Statement:** Examine existing county programs and identify and eliminate barriers to access or use of such programs by physically challenged individuals.

**Issue:**

*Special needs of migrant agricultural workers.*

**Policy:**

Recognition should be given that migrant workers are key members of the county's agricultural community and attention should be given to their needs during their annual residence in the county.

**Action**

**Statement:** A task force representing the

major interests and organizations should be established to identify the special housing, health care and human service needs of migrants and the ways in which existing programs could be strengthened to cost-effectively meet those needs.

**Issue:**

*Domestic violence prevention and shelter needs.*

**Policy:** Every county citizen should have the right to a safe domestic environment.

**Action**

**Statement:** Information should be provided to county citizens as to where to find help in cases of domestic violence.

**Action**

**Statement:** County and local governments should advocate harsher measures be established by the state government for repeat sex and/or domestic violence offenders.

**Action**

**Statement:** County and local governments should cooperate with various agencies to encourage provision of safe havens from domestic violence.

**Action**

**Statement:** It should be recognized that substance abuse prevention is also a very effective measure in prevention of domestic violence, and that county and local governments should support efforts to prevent substance abuse.

**Issue:**

*Mental health services*

**Policy:**

Provide a range of mental health services which address the mental health needs of Leelanau County residents and coordinate programming with other state, county, and local agencies providing similar services or serving common clients.

**Action**

**Statement:** Conduct an annual review of the community mental health plan and ensure a reasonable relationship between the plan and the annual appropriations and needs for community mental health services on the peninsula.

**Issue:**

*Pre-school/headstart education*

- *Programs for students of special needs (including gifted and talented).*
- *Programs for minorities.*

**Policy:**

The county, local jurisdictions and school districts should support and encourage programs for preschool/headstart as well as programs which provide a good, basic education for low income, high-risk, minorities, and students requiring special needs (including gifted and talented children).

**Action**

**Statement:** The county, local jurisdictions and schools should seek out and utilize all available funds and facilities to provide such programs.

**Action**

**Statement:** More emphasis should be placed on educational programs which stress early education for those students of special needs.

## Chapter 12 LAND USE

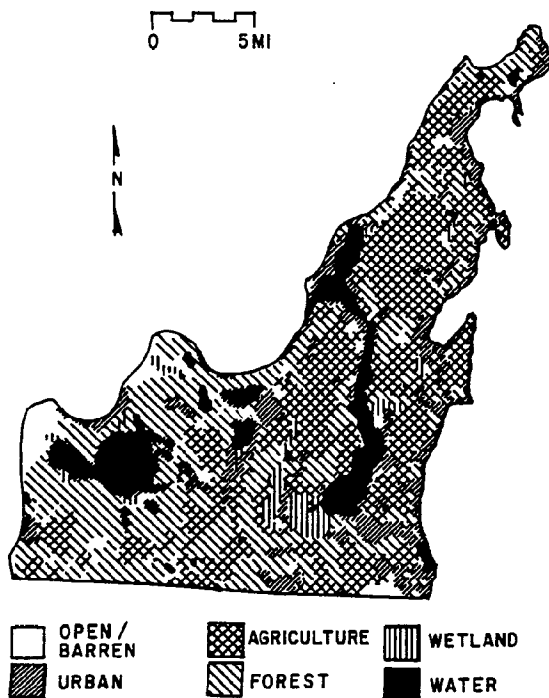
### INTRODUCTION

Land use change is inevitable on the Leelanau Peninsula. New homes, businesses, public buildings, mineral extraction operations, and agricultural operations (among other land uses) are likely and desirable. The issue is where, when, and what type of land use change will occur. Also, are the necessary public services that will be required adequately in place to meet the needs of new development? These basic growth management issues are fundamental to achieving the desired balance between economic development and environmental protection proposed by this plan.

As of 1993, the primary economic

development activity on the peninsula is the construction of new single family homes. These are largely for seasonal occupancy and/or occupancy primarily by new county residents who work outside the peninsula. Large areas of land are being converted to residential use. The new businesses and other land use changes that will occur in response to this trend will have a dramatic impact on the character of the peninsula for decades to come. It will be up to coordinated action by county and local governments to guide this new development so as to minimize detrimental resource, safety, and visual impacts. Part One of this plan describes the basic strategy for achieving these goals. This chapter focuses on specific policies and action statements for addressing change on the

**Map 12-1  
LAND USE / COVER**



**Map 12-2  
AGRICULTURAL LANDS**



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Leelanau Peninsula (See Working Papers #5 and 10 for more background information).

## ISSUES

### Land Use Change

Land use patterns dramatically shape the character of the Leelanau Peninsula and the quality of life it offers. Land use affects the character of the peninsula visually, financially, and environmentally. As land is developed, the appearance of the parcel, the surrounding vista, and the transportation corridor within which it is located, are altered. This alteration is most commonly one from a more natural state to a more urban or suburban appearance. As land is developed, natural resources associated with the development area are often lost or reduced in quality and/or quantity. As land is developed, the new use increases demands upon existing public services and infrastructure. The cumulative effect is often a rise in taxes to provide the necessary additional services and/or infrastructure. Once land is developed, it rarely reverts to a less intensive use and, where natural renewable resources are at stake such as prime farmland, the conversion is forever.

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***The primary economic development activity on the peninsula is the construction of new single family homes.***

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The Leelanau Peninsula is particularly vulnerable to the potential negative impacts of land use changes and development. Poorly located development often stands out as a "sore thumb" in contrast to the peninsula's rural and scenic character. Taxes are already considered "too high" by area residents and, as previously discussed in Chapters 2 and 3, the cost for delivery of public services is already somewhat naturally higher than elsewhere due to the constraints brought about by the peninsula's geography.

Indiscriminate loss of natural resources will have a devastating impact upon a tourism-based economy.

The dramatic effects of land use on the character of the peninsula underscores the fundamental necessity that future land use and development patterns be purposely planned and guided rather than left to evolve by chance.

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***The dramatic effects of land use on the character of the peninsula underscores the fundamental necessity that future land use and development patterns be purposely planned and guided rather than left to evolve by chance.***

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The Leelanau Peninsula can be generally described as a water wonderland with a landscape dominated by rolling terrain, crop and orchard farms, open spaces and woodlands. See Maps 12-1 and 12-2. The western half of the peninsula is dominated by woodland areas, inland lakes and associated wetland environments, and a small spattering of farms. The eastern half of the peninsula is dominated by farmland with intermixed woodland and wetlands. Within this patchwork of rural life rests a few settlement areas of more urban character, including the Villages of Suttons Bay, Northport, and Empire, and the small communities of Leland, Glen Arbor, Cedar, Maple City, Greilickville and the Grand Traverse Band Reservation Area.

The Leelanau Peninsula land use pattern is a reflection of the competing land use demands placed upon its landscape. There is a wide range of population density. See Table 12-1. The peninsula has traditionally been dominated by vast areas of crop and specialty farming with equally vast areas of special natural resources, including woodlands, wetlands, shorelines, dunes, lakes, and hillsides. The growth of the tourism industry has challenged the integrity of the agricultural

and natural resource base of the peninsula. Not only has the tourism industry encroached upon the quantity and quality of these resources but the growth of the peninsula's population has complicated the effective protection of these resources. Further, population growth has led to increased conflicts between the peninsula's year-round land use needs and activity patterns and those of the tourism industry. The nature of this competition can be seen in its spoils as trends now leave evidence that a battle has been waging for some time with peninsula-wide costs.

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***The one time peninsula-wide pattern of large acreage farmland parcels has been replaced by extensive encroachment of small 5 or 10 acre parcels for residential purposes. Once this residential pattern is started, it fuels itself.***

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#### Residential Sprawl/Development Pattern

Possibly the most devastating impact of this battle has been the evolving pattern of sprawl and associated dispersed population. The one time peninsula-wide pattern of large acreage farmland parcels has been replaced by extensive encroachment of small 5 or 10 acre parcels for residential purposes. Once this residential pattern is started, it fuels itself. The encroachment of residential development

drives nearby farmland property assessments higher and increased property taxes shortly follow. The farmer is faced with a rising property tax bill without the benefit of increased agricultural income to offset the disparity. Ultimately, the farmer is pressured into selling off small lot splits from his original acreage to increase his income, thereby offsetting the rising taxes. Once started, this sprawl cycle increases in intensity and rate. See Figure 2-2.

The resulting pattern of encroaching residential development fragments farmland and other resource acreage. The smaller farmland parcel is less economically viable. The smaller the acreage of other natural resources, such as woodlands, the less valuable they become as habitat for wildlife, as elements of peninsula rural character, or as income generators for managed timber operations. With the loss of the farmland and other natural peninsula resources goes an element of the peninsula's history, as well as its natural and cultural uniqueness.

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***The traditional large lot zoning scheme (a minimum lot size of 10 acres or less), often employed to protect agricultural lands, has failed miserably across the nation. Yet it is widely practiced throughout the county.***

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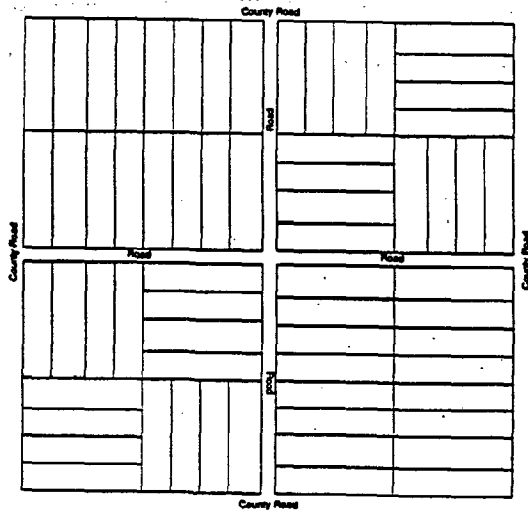
**Table 12-1  
POPULATION PER SQUARE MILE  
1940 - 1990**

	Leelanau	Benzie	Grand Traverse
1940	24.2	24.7	50.4
1950	25.0	26.0	62.0
1960	27.0	25.0	73.0
1970	32.0	27.0	85.0
1980	41.0	34.8	117.8
1990	48.0	38.9	139.0

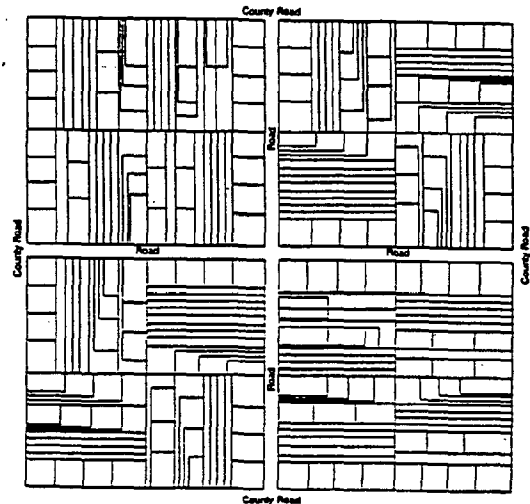
Source: Decennial Census

The traditional large lot zoning scheme (a minimum lot size of 10 acres or less), often employed to protect agricultural lands, has failed miserably across the nation. Yet it is widely practiced throughout the county. More often than not, ten-acre parcels are created for the sole purpose of establishing a residence. The result is that one (or two) acres of the ten-acre lot are used for a house and yard and the remaining eight acres is left idle. The net result is a loss of ten acres of prime farmland (or woodland, or mineral resources). The cumulative impact on productive resource land is affected, though it does protect a certain amount of wildlife. See Figure 12-1 and 12-2.

**Figure 12-1  
1 SECTION, FIRST DIVISION INTO  
TEN ACRE PARCELS**



**Figure 12-2  
1 SECTION, SECOND DIVISION  
4 PARCELS FROM EACH TEN ACRE PARCEL**



The resultant lot pattern dramatically increases the cost of public services and emergency response times, as increased amounts of infrastructure need to be constructed and maintained, and greater distances have to be traveled to address the needs of relatively few.

Also, this lot pattern has greatly contributed to the demise of the peninsula's rural character. When developed, these individual lot splits are often characterized by residences lined up along the county road frontage. Not only does this development pattern conflict with the safe and efficient movement of traffic due to increased driveway access points and turning patterns, but views of the rural landscape are effectively hidden and replaced with homes, front yards, garages, mailboxes, and driveways. The sense of rural character within a community is largely derived

from the visual experience one has as he or she moves through the community along its roadway corridors. The experience is dramatically reshaped when the visual foreground is dominated by strip residential development.

***Not only does this development pattern conflict with the safe and efficient movement of traffic due to increased driveway access points and turning patterns, but views of the rural landscape are effectively hidden and replaced with homes, front yards, garages, mailboxes, and driveways.***

Though this pattern of development has been debilitating to the character of the peninsula, the symptoms of the past struggle

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show up elsewhere as well. Increased environmental degradation has become evident as more and more residential development has occurred along the peripheries of and within the peninsula's natural resource areas. This is particularly evident along shoreline areas and hillsides and in some wetlands.

#### **Commercial and Industrial Development**

Similarly, commercial development has occurred in locations previously dominated by open spaces and a strong pastoral setting. Though the peninsula's principal commercial development is located within village areas, it has begun to encroach into the more rural settings. This disrupts the resource value of surrounding lands and serves as a magnet drawing other nonresidential uses. This spot commercial development can be seen along principal roadway corridors as well as within some of the more interior areas of the peninsula. In a few cases, development was for industrial land uses. This encroachment has the effect of reducing the sense of rural character, increasing the fragmentation of valuable natural resources, increasing traffic demands and hazards along roadways, and generally disrupting the traditional land use pattern which had previously been supportive of its agricultural, open space, and natural resource foundation. It also is in areas not easily provided with public services.

#### **Weak County and Local Planning Programs**

The above conditions and trends have largely been a result of historically weak land use planning and zoning program throughout. Four of the 14 local municipalities have not formally adopted comprehensive or master plans. Those plans that have been adopted by other municipalities are often characterized by: 1) weak planning processes, whereby the general public had minimal effective input into the preparation of the plan; 2) limited mapping of local conditions, thereby increasing the complexity of analyzing critical local trends and conditions upon which recommendations can

be made; 3) counterproductive policies regarding long term agricultural, open space, and natural resource preservation; 4) the absence of policies or regulations regarding the preservation of sensitive natural resources; and 5) the inclusion of policies which generally result in the loss of the peninsula's rural and historic character through encouragement of a dispersed development pattern.

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***The above conditions and trends have largely been a result of an historically weak land use planning and zoning program throughout the peninsula.***

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Accordingly, locally adopted plans (including the prior county plan and zoning ordinance) have accommodated development while doing little in the way of managing growth on the peninsula. See Table 12-2. While some of the locally adopted plans provide direction in the type and location of future land uses, none of the locally adopted plans address the appropriate rate and timing of new development, adequacy of public services at the time new development becomes operational, or the total amount of appropriate new development.

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***Locally adopted plans have accommodated development while doing little in the way of managing growth on the peninsula.***

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#### **Weak County and Local Zoning Programs**

Thanks to being left to a peaceful rural existence for so long, the vast majority of the peninsula is zoned into agricultural districts, but the predominant minimum lot size in these agricultural districts is now three acres or less. See Map 12-3. This zoning scheme provides little in the way of effective farmland protection. Few of the local zoning ordinances incorporate special development techniques



**Table 12-2  
LOCAL PLAN COMPONENTS**

	Bingham Township	Centerville Township	Cleveland Township	Elmwood Township	Empire Township	Village of Empire	Glen Arbor Township	Kasson Township	Leelanau Township	Leeland Township	Village of Northport	Solon Township	Suttons Bay Township	Village of Suttons Bay
Adoption/ Major Update	1978	1979	1985	1976	1993	1990	1987	N/A	1990	1993	1987	1993	1992	1988
Tie Between Plan and Zoning Ordinance/ Basis in Law	Weak	Weak	Fair or Better	Weak	Fair or Better	Weak	Fair or Better	N/A	Weak	Fair or Better	Weak	Fair or Better	Fair or Better	Fair or Better
Community Input	Public Hearing	Public Hearing	Survey & Pub.Hearing	Public Hearing	Survey & Pub.Hearing	Public Hearing	Survey & Pub.Hearing	N/A	Public Hearing	Survey & Pub.Hearing	Survey & Pub.Hearing	Survey & Pub.Hearing	Public Hearing	Public Hearing
Goals and Objectives	Fair or Better	Fair or Better	Fair or Better	Weak	Fair or Better	Fair or Better	Fair or Better	N/A	Fair or Better	Fair or Better	Weak	Fair or Better	Fair or Better	Fair or Better
Supporting/ Technical Data	Weak	Weak	Weak	Fair or Better	Fair or Better	Fair or Better	Fair or Better	N/A	Fair or Better	Weak	Weak	Weak	Weak	Weak
Mapped Data	Weak	Weak	Weak	Fair or Better	Fair or Better	Fair or Better	Fair or Better	N/A	Weak	Weak	Weak	Weak	Weak	Fair or Better
Land Use by Type Policies	Weak	Weak	Weak	Weak	Fair or Better	Weak	Fair or Better	N/A	Fair or Better	Fair or Better	Fair or Better	Fair or Better	Fair or Better	Fair or Better
Land Use by Location Policies	Weak	Weak	Fair or Better	Fair or Better	Fair or Better	Fair or Better	Fair or Better	N/A	Fair or Better	Fair or Better	Fair or Better	Fair or Better	Fair or Better	Fair or Better
Rate of Development Policies	Weak	Weak	Weak	No	Weak	Weak	Weak	N/A	No	Weak	Weak	No	Weak	No
Timing of Development Policies	Weak	Weak	Weak	No	Weak	Weak	Weak	N/A	No	Weak	Weak	No	Weak	No
Total Scope of Development Policies	Weak	Weak	Weak	No	Weak	Weak	Weak	N/A	No	Weak	Weak	Weak	Weak	No

which are geared toward effective resource protection and that are specifically provided for in the state zoning enabling acts. See Table 12-3. These techniques include: 1) approval of special land uses within a particular district provided they undergo a special review procedure and meet special and more stringent standards than otherwise applied to "uses by right"; 2) the submittal of project site plans for review and approval prior to the establishment of the development in question; and 3) "planned unit development" regulations which encourage resource and open space preservation opportunities through more flexible land use and site development than is normally permitted by traditional district standards.

*The extreme variability among local zoning ordinances on the peninsula acts to artificially fragment the peninsula and upsets the geographic and visual wholeness which typifies the peninsula and its local municipalities.*

Perhaps the problems with the peninsula's planning and zoning programs are best illustrated by the fact that the locally adopted plans and zoning ordinances do far more to encourage uncontrolled growth and development than to constructively shape and guide the growth. For example, if all lands within the county were developed according to "by right" standards as stipulated in the respective zoning ordinances of the peninsula's

municipalities as of 1989, the resulting "buildout" population for the peninsula would increase from its 1990 population of 16,527 to nearly 285,000! This figure takes into consideration that some lands are not developable (wetlands, etc.) and/or need to be set aside for right-of-way purposes. See Table 12-4. While it is unreasonable to assume development of this magnitude will happen anytime soon, if ever, it is indicative of the permissiveness of local zoning regulations.

Not only are the local zoning ordinances characterized by a lack of adequate land use and growth management controls, but extreme variability among local zoning ordinances acts to artificially fragment the peninsula and upsets the geographic and visual wholeness which typifies the peninsula and its local municipalities. Unnecessarily inconsistent standards encourage fragmented and disjointed development patterns, and establish inappropriate or unplanned growth areas due to

market driven forces.

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*Perhaps the problems with the peninsula's planning and zoning programs are best illustrated by the fact that the locally adopted plans and zoning ordinances do far more to encourage uncontrolled and rampant growth and development than to constructively shape and guide the growth. For example, if all lands within the peninsula were developed according to "by right" standards as stipulated in the respective zoning ordinances of the peninsula's municipalities, the resulting "buildout" population for the peninsula would increase from its 1990 population of 16,527 to nearly 285,000!*

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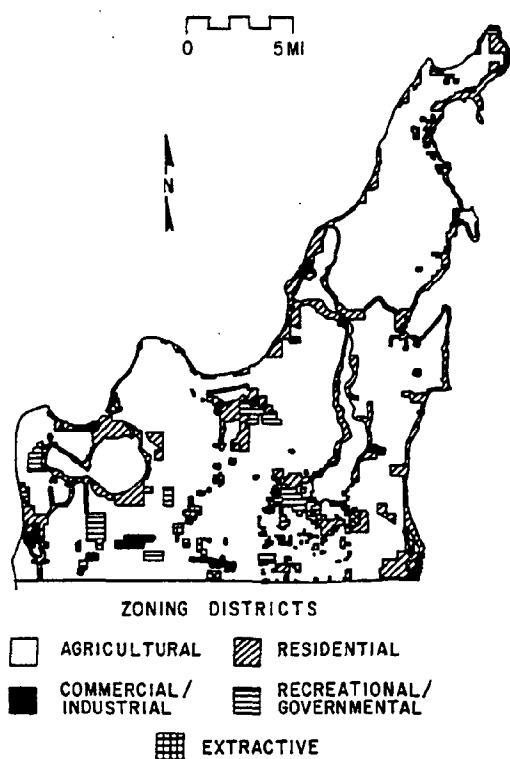
These problems, while characteristic of local plans and zoning ordinances, also apply equally to the previous county plan and zoning ordinance.

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*The population of the peninsula is expected to increase by nearly 100% by the year 2020.*

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**Map 12-3  
PENINSULA-WIDE ZONING PATTERN**



#### **Lack of Subdivision Regulations**

The lack of common peninsula-wide lot split or subdivision ordinances further documents the peninsula's limited effectiveness at managing land divisions and development. The lack of such ordinances provides opportunities for inappropriately shaped lots, unbuildable lots, lots with inadequate drainage and other public services, lots without adequate access, lots which unnecessarily fragment important resource areas, and other undesirable conditions. Many examples can be found around the peninsula. (See examples on the following pages).

#### **Cumulative Impacts of Current Trends**

Current trends have been destructive to the peninsula and the costs associated with past

**Table 12-3**  
**1989 LOCAL LAND AREA BY ZONING CLASSIFICATION (IN ACRES)**

	Bingham Twp.	Centerville Twp.	Cleveland Twp.	Elmwood Twp.	Empire Twp.	Empire Village	Glen Arbor Twp.	Kasson Twp.	Leelanau Twp.	Leland Twp.	Northport Village	Solon Twp.	Suttons Bay Twp. <sup>1</sup>	Suttons Bay Village
Agriculture	12,963	16,188	9,115	9,096	10,009	0	1,165	20,082	21,414	13,693	0	19,850	15,101	0
Residential, .25 acre lots or less	0	0	0	230	0	53	0	0	0	0	0	0	0	63
Residential, .26 to .50 acre lots	0	1,207	873	3,460	70	160	698	0	0	1,199	347	193	1193	275
Residential, .51 to 1.00 acre lots	2,189	0	998	0	1,756	0	831	224	0	0	522	0	0	63
Residential, 1.01 to 2.00 acre lots	0	83	0	0	0	0	798	0	2546	0	0	0	0	0
Residential, 2.01 acre or greater lots	0	0	0	0	0	0	0	0	359	0	0	0	0	0
General Commercial	122	4	170	216	501	224	70	45 <sup>2</sup>	33	89	83	25	52	77
Resort/ Recreation Commercial	0	236	839	182	1,062	34	281	829	173	0	22	65	0	0
Industrial	43	0	0	0	0		0	0	170	81	41	0	0	0

1. Based on the County Zoning Ordinance then in effect in the Township.

2. This figure does not include the approximately 1,248 acres zoned for extractive land uses.

Source: Leelanau County Planning Department

**Table 12-4**  
**1989 BUILDOUT ANALYSIS**

<b>Buildout Analysis</b>	Bingham Twp.	Centerville Twp.	Cleveland Twp.	Elmwood Twp.	Empire Twp.	Empire Village	Glen Ar- bor Twp.	Kasson Twp.	Leelanau Twp.	Leland Twp.	Northport Village	Solon Twp.	Suttons Bay Twp.	Suttons Bay Village
1990 Population	2,051	836	783	3,427	858	355	644	1,135	1,694	1,642	605	1,268	2,150	561
Buildout Population	18,793	29,919	16,533	65,592 <sup>1</sup>	14,702	1,664	10,421	22,603	7,576	42,257	2,202	11,344	37,275	2,507

1. This figure takes into account a 1992 amendment which increased the minimum lot area in the Agricultural District from 12,500 square feet to 1 acre.

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growth and development of the peninsula will continue to increase if current trends continue. The population of the peninsula is expected to increase by nearly 100% by the year 2020. If current trends continue, this population increase will show itself through a far more accelerated rate of sprawl, land and resource fragmentation, consumption of agricultural lands, disturbance of natural resource areas, degradation and destruction of sensitive resource areas, and traffic problems.

Accompanying this trend will be the continued loss of the peninsula's rural character as rural roadway corridors evolve into linear urban forms with strip residential development and screening of those rural qualities previously visible from the road. With the incremental loss of rural character, the area tourism industry may well suffer as the attraction drops off.

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***Each local plan should specify substantive policies addressing the issues of growth according to type, location, rate and timing, total amount, and the provision of public services to meet project needs prior to new development becoming operational.***

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A sprawl development pattern on the peninsula will generate an increasing level of local unrest regarding present conditions and what the future may hold. Local planning and zoning programs will have an increasingly difficult time providing guidance in addressing pressing issues and the public will become increasingly vocal if competing land use demands are not provided with the foundation or direction for successful coexistence.

## **A FRAMEWORK FOR FUTURE POLICY**

The Leelanau General Plan calls for a major shift in the peninsula's "mode of operation" regarding planning and zoning. The plan calls for a far more aggressive initiative in providing

both the county and its local municipalities with the capabilities for effectively guiding the future land use pattern and achieving the future vision desired in this plan.

The local plans of municipalities should include policies regarding the planned future land use pattern and public services delivery program which support comparable policies of the **Leelanau General Plan**. This plan recognizes that a degree of uniqueness is desirable to be maintained among local municipalities and that there should be a corresponding degree of flexibility between a local plan and the peninsula-wide plan. However, flexibility should not weaken the foundation of mutual concern in the **General Plan** or otherwise fundamentally diverge from what is considered most appropriate for the peninsula as a whole. In addition, each local plan should specify substantive policies addressing the issues of growth according to type, location, rate and timing, total amount, and the provision of public services to meet project needs prior to new development becoming operational. Local plans should be property specific while the county plan will be area specific. An adopted local plan that is compatible with the county plan could, if desired, be ratified as a part of the county plan (See Part Three).

Agriculture, forest land and open space protection should play a leading role within the planned future land use pattern of each local Township. To this end, farmland and forest land which is considered economically viable on a long term basis and worthy of protection should be identified. Parcel size and soil suitability should be key determinants in this identification.

Once identified, model ordinances could be created to establish a regulatory program aimed at effective long term agricultural and forest land protection. The premise of these model regulations should be the prevention of land fragmentation where prime renewable resources exist. These efforts should be accompanied by support for the current "right-to-farm" legislation and for new state

legislation permitting the use of transfer and purchase of development rights. Such a program would prevent land fragmentation, while at the same time providing farmers the opportunity to increase their income, by selling the development rights of their farmland property to landowners in more populated or urbanized areas of the peninsula. The peninsula municipalities could push for a coordinated peninsula-wide TDR programs once state authority is in place.

The county should assist in the development of any TDR or PDR program. Local plans and zoning ordinances would provide for adequate buffers between residential and resource areas, based upon uniform peninsula-wide standards, to better

ensure the long term viability of these resources.

Equally proactive measures can be taken to preserve the peninsula's other open spaces. A flexible model open space zoning ordinance can be prepared to provide more effective means of preserving open spaces than the traditional large lot zoning approach. The model language should provide for residential development, while at the same time, preserving important open spaces and minimizing the visual impact of the new residential development. Permitted development would be directed toward those open spaces not characterized by prime farmland soils. Open space zoning can be applied only to those areas where the



*Condominium housing units.*

*Photo by Mark A. Wyckoff*

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preservation of renewable resources is not the principal intent. For renewable resources, preservation programs should be used instead.

Subdivision and lot split regulations should be employed by all municipalities to further protect large parcels from premature conversion and to assure that adequate access is provided. These should be based upon a model uniform procedure peninsula-wide.

At the heart of open space, farmland, and forest land protection programs would be a research and education initiative to protect valuable productive lands. This would include identifying effective resource management techniques, clarifying the destructive pattern of large lot zoning, and explaining the benefits of open space zoning.

Residential development, in association with open spaces or otherwise, would be based upon efficient and economical use of land and the protection of renewable resources. Development patterns should reflect opportunities for varied housing types and lot sizes. To this end, local plans and zoning ordinances should be updated to reflect the average development densities proposed by this plan while still recognizing and responding to particular local conditions. Local average development densities should reflect the peninsula-wide planned future land use pattern regarding existing village areas, new settlement areas, and resource protection areas.

Future residential development would include the special housing needs of special populations, such as young families, the elderly, and those with low incomes. The extent of these and other special populations on the peninsula should be identified and alternative techniques established for local programs to address these needs. In no case should commercial or industrial development be allowed to occur where adequate public facilities are not in place to meet the immediate needs of such development. Such policies can be clearly stated within local plans

and carried forward into local zoning ordinances. Particular attention should be given to new proposed resort developments. Resorts are commercial in nature and generate impacts beyond the immediate municipality. Accordingly, such projects should be reviewed on a multi-jurisdiction basis including the municipality in question, adjoining municipalities, and county agencies.

Special consideration would be given to providing affordable housing opportunities in close proximity and/or in association with full service commercial centers including cultural, child care, and employment opportunities.

Strip residential development can be very strongly discouraged through local land use plans and regulations that encourage a more compact and less destructive settlement pattern. Potentials for such developments can be identified early through model project review procedures. The **Grand Traverse Bay Region Development Guidebook** is a useful guide to more appropriate site designs. The same considerations equally apply to strip commercial development. Where new commercial development cannot be incorporated into the peninsula's existing village centers, new small compact centers should be provided consistent with local zoning regulations.

Public service districts are proposed in Part One as a key element of the plan implementation strategy. They are intended to identify the future limits of public services, and associated urban development, within a specified time period. Thus, a "*village*" services district, or similarly named district, would identify the bounds within which a local municipality intended to introduce new or expanded public services to support a village development pattern. On the other extreme, a "*rural*" services district would identify the bounds within which no substantial introduction or expansion of public services would occur and within which the continuation of the existing rural character is planned. A "*partial*" or "*limited*" services district could

provide for a level of public services somewhere between the village and rural services districts. The determination of the service district boundaries would be critically linked to the planned future land use pattern in the municipality and peninsula.

The implementation of service districts better ensures that the peninsula and its local municipalities will have a compact development pattern and managed growth rates. The implementation of the service districts also enables municipalities to more effectively plan and prioritize capital improvements, as well as to minimize unnecessary public service cost.

Implementation of the service districts will ultimately need to be rooted in the master plans adopted by the local municipalities of the peninsula. These plans should identify the boundaries of each service district, the planned future land use pattern within each district, the intended levels of public services planned for each district, the basis for the locations of each district, and conditions whereby changes to the district boundaries would be appropriate.

Local plans and regulations should be enhanced to provide for increased protection of the peninsula's special resources. Land use demands placed upon inland lakes would be minimized through adoption of keyhole



*Sugar Loaf Resort during ski season.*

*Leelanau Enterprise Photo*

regulations. Extraction of the minerals should be based upon local plans and regulations which provide for the protection of priority sand and gravel resources and the surrounding environments and the reclamation of extraction sites.

To support this proactive approach to future land use across the peninsula, the county should provide technical and other assistance to municipalities working with the **Leelanau General Plan**. This is especially true where legal challenges are initiated. Similarly, the county should assist local municipalities in the development of local regulations based upon previously prepared peninsula model regulations. Continuity in implementation of local plans and regulations would be achieved through the training of new planning commissioners, zoning board of appeals, township board and village council members. The basis of the **Leelanau General Plan** and the role that each official position can play in its implementation should be included in the training program.

#### **LAND USE POLICIES AND ACTION STATEMENTS**

The following policies and action statements are intended to establish the blueprint for the **General Plan's** vision for future land use on the peninsula.

##### **Issue:**

*Agricultural and forest land protection*

- *Protecting the economic viability of farming.*
- *Allowing farmers to capture the development value of farmland without creating scattered suburban developments which cannot be serviced economically.*

**Policy:** Working together, the county and local governments should initiate proactive measures to protect farm and forest land.

##### **Action**

**Statement:** Identify, with the support of farm groups, the Soil Conservation Service and local governments, those farm areas most likely to remain economically viable for renewable resource management (contiguous land units at least 40 acres in size with prime farm, orchard, and forest soils) and those areas most threatened with conversion to other uses.

##### **Action**

**Statement:** Create model ordinances to prevent land fragmentation of renewable resource lands and conversion to non-farm or non-forested activities. In particular, these model ordinances would include, but not be limited to farmland protection zoning regulations and open space zoning regulations.

##### **Action**

**Statement:** Support efforts to enact new legislation permitting the use of transfer and purchase of development rights for the purpose of establishing a peninsula-wide TDR (transfer of development rights) program that protects renewable resource lands by transferring development rights into adjoining existing villages or new settlements.

##### **Action**

**Statement:** Encourage the establishment and maintenance of a TDR and/or PDR (purchase of development rights) program for threatened farm and/or forest lands on the peninsula.



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**Action**

**Statement:** Work together with the assistance of the county in taking prudent measures to ensure the necessary supporting facilities for economically viable agricultural and/or forest management activities are in place, including but not limited to:

- processing plants
- migrant housing
- farm implement dealers
- fertilizer pesticide dealers
- integrated pest management as an alternative to intensive chemical use
- disposal facilities for agricultural wastes
- small-tract forest management assistance.

educate the public about the consequences of building in an agricultural area.

**Issue:**

*Current large lot zoning practices are ineffective in protecting important open spaces. Newer techniques such as cluster housing/open space zoning aren't being used.*

- *Open space zoning is an effective tool to protect open space while still allowing planned development in rural areas*
- *Open space zoning can prevent unplanned fragmentation of farm and forest lands*
- *Open space zoning can result in protection of sensitive environments*
- *Open space zoning can help protect future options.*

**Action**

**Statement:** Adopt coordinated zoning provisions which provide adequate buffers between agricultural and adjacent land uses to protect the future viability of the farmlands.

**Policy:**

Encourage adoption of coordinated local open space zoning or similar regulations by all townships and villages in the county.

**Action**

**Statement:** The county and appropriate local organizations should initiate an education program targeted to the general public, landowners, developers and other interested parties (realtors, bankers, etc.) to illustrate problems with existing large lot zoning practices and the values and benefits of open space zoning.

**Action**

**Statement:** Promote enforcement of current right-to-farm legislation for farmers engaged in typical farm practices as defined by the State Department of Agriculture.

**Action**

**Statement** Support on-going research and public/farmer education to preserve valuable productive lands. Encourage and support the efforts of the U.S. Department of Agriculture (SCS and ASCS) and the MSU Cooperative Extension Service to assist local farmers with contemporary resource management techniques and to

**Action**

**Statement:** The county should develop a flexible model open space zoning ordinance based on wide input from local governments and property owners that supplements existing large lot zoning districts as the principal means of residential development outside of villages. Open space zoning should not be encouraged in areas where

more exclusive techniques better designed to protect sensitive environments, prime farm or forest lands could be used.

**Action**

**Statement**

Non-prime resource lands should be encouraged by local zoning to be used for new development wherever feasible (inside of prime farm or prime forestland) as long as sensitive environments (such as wetlands, dunes and floodplains) are protected.

**Issue:**

*Establishing appropriate residential development patterns and average densities.*

**Policy:**

Residential development patterns throughout the peninsula should reflect economical and efficient use of land and be especially mindful of the value of protecting renewable resource lands from premature conversion or land fragmentation. In particular, development patterns should be consistent with the need for a variety of housing types and lot sizes and consistent with existing average densities of development when in villages. It should also avoid conversion of prime and unique farmland and where non-prime land is not available, incorporate new homes as part of an open space zoning development.



Photo by Mark A. Wyckoff

*The "Village Sampler" development in Glen Arbor.*

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**Action**

**Statement:** Local comprehensive plans and zoning ordinances should be updated to reflect the average densities proposed in this **General Plan** for the peninsula.

**Action**

**Statement:** Local units of government should apply the average densities proposed in this plan through appropriate refinement in local comprehensive plans, zoning and subdivision regulations that are particular to existing local and/or site specific conditions and which are sensitive to opportunities that will benefit all peninsula dwellers and/or visitors.

**Action**

**Statement:** The County Planning Commission, with the assistance of the local governments in the county, should establish model land development standards to achieve the average densities proposed in this plan. In particular, special attention should be given to establishment of zoning standards to continue traditional village development patterns when villages are enlarged or if new village settlements are created.

**Issue:**

*Discourage the creation and/or expansion of strip commercial and residential development as well as spot zoning practices.*

**Policy:**

**Strip commercial and residential development should be discouraged through local land use plans and regulations that instead promote compact and cluster development patterns.**

**Approval of isolated commercial developments is inconsistent with rural planning.**

**Action**

**Statement:** Local governments throughout the county should be encouraged to adopt plans and regulations which discourage (or better, prohibit) strip commercial development and spot zoning practices.

**Action**

**Statement:** Model procedures to objectively review proposed development so as to identify and prevent strip and spot development should be developed and promoted by the county Planning Commission.

**Action**

**Statement:** Access control regulations in the **Grand Traverse Bay Region Development Guidebook** should be widely promoted by the County Planning Commission for use throughout the county as a tool to better control access in emerging commercial areas and prevent the spread of a strip commercial pattern.

**Action**

**Statement:** Existing commercial centers should be supported by flexible zoning practices that encourage flexibility and retention of existing businesses as well as adaptive reuse of existing buildings.

**Action**

**Statement:** New commercial development that cannot be accommodated in existing village centers should be encouraged by local zoning to locate in small commercial centers surrounded by residential areas rather than in

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strip malls or other forms of strip commercial development.

**Issue:**

*Mix of residential types to ensure adequate affordable housing.*

**Policy:** In preparing plans and development regulations, local governments should provide for the growing housing needs of special populations (particularly young families and the elderly).

**Action**

**Statement:** The county should assist local governments in identifying the housing needs of special populations (such as the elderly, infirm, migrants, young families and low income families) and encourage the private sector to meet those needs.

**Action**

**Statement:** The county should identify alternative techniques (and where necessary, prepare model ordinances) for local initiatives to meet the needs for affordable housing in the county.

**Issue:**

*Negative impacts of land fragmentation and uncoordinated subdivision and site condominium regulation.*

**Policy:** Local governments should adopt and implement site condominium, subdivision and lot split regulations to prevent premature conversion of large parcels and to ensure adequate access.

**Action**

**Statement:** The county, in conjunction with local governments, should

prepare model site condominium, subdivision and lot split regulations and promote their uniform adoption throughout the county. Model regulations should consider the rural and village character of most of the county and not inappropriately incorporate urban standards except where development is urban (as in southeast Elmwood Township).

**Action**

**Statement:** A plat and condominium review committee should be established at the initiative of the county Planning Commission to review all plats and condominium projects proposed in the county. Representation of appropriate organizations should be provided for as illustrated by similar committees in Grand Traverse and Manistee Counties.

**Issue:**

*Type, amount and location of commercial and industrial development.*

**Policy:**

New commercial and industrial development should occur only in planned locations with a "Class A" road (or equivalent) and other adequate public facilities and in the amount necessary to meet immediate as opposed to speculative population needs.

**Action**

**Statement:** Local comprehensive land use plans and zoning regulations should focus new commercial and industrial development in existing villages or existing commercial service centers except where careful planning has identified the need for and

public benefits of locating new commercial or industrial facilities elsewhere (see policies in Economic Development section).

**Action**

**Statement:** New resort development should be considered a commercial use of land that has impacts of greater than local concern. As such, approvals for new resort development should be reviewed and evaluated by adjoining local governments and county agencies prior to a decision by the local government having the development approval authority.

**Issue:**

*Need to establish public service districts to guide future growth.*

**Policy:** Village, partial and rural service districts should be established for sewer, water, and roads to prevent sprawl and to economically provide only the

services necessary for the average development densities established by the Leelanau General Plan and implemented by local plans and zoning regulations.

**Action**

**Statement:** Local comprehensive land use plans, local zoning regulations, and both local and county public facility decisions should reflect conformance with the village, partial, and rural service districts established in this Leelanau General Plan (see action statements which follow).

**Action**

**Statement:** Village service districts are established in this plan to identify the future extent of public services for new sewers, water, and roads within the next twenty years in those areas abutting existing villages in the

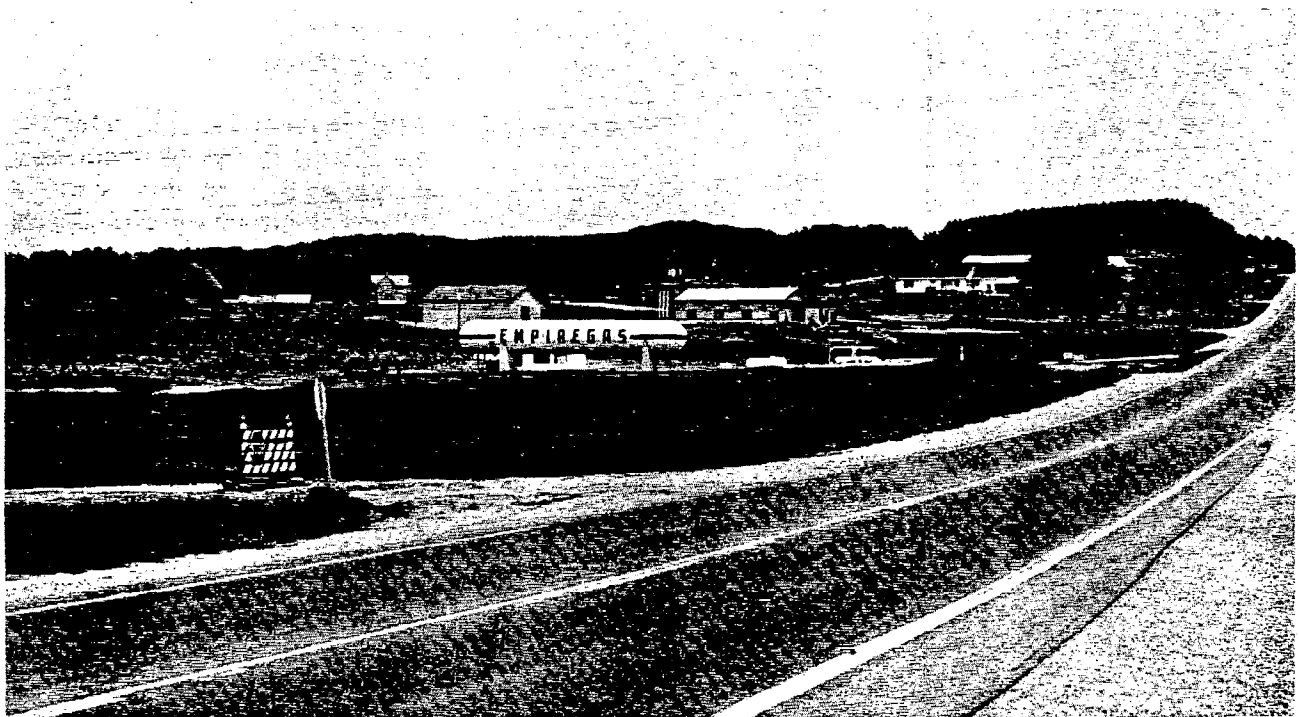


Photo by Jess J. Reed

*Strip commercial development along Traverse Hwy. (M-72) in southern Leelanau County.*

county. An urban service area should be designated in that urban portion of southeast Elmwood Township abutting Traverse City.

**Action**

**Statement:** Special areas in the county, such as around an existing inland lake, that may benefit from some limited public service, such as a sewer system to solve a water quality problem, may be established as a partial services district. Such service areas should not be developed or designed so as to accommodate more intensive future development unless redesignated as a village service district. Where less capital intensive solutions are possible (such as a septic tank maintenance program) they should be used.

**Action**

**Statement:** The portion of the county not in an urban service district, a village service district or a partial service district, should be in a rural service district. Public services to be available to properties in rural services districts during the next twenty years are not expected to be significantly different than they are in 1993.

**Issue:**

*Buffers between residential land uses and farms and between residential and commercial/industrial land uses.*

**Policy:**

Local comprehensive land use plans and development regulations should include buffer standards between residential land uses and agricultural, commercial or industrial land

uses to minimize the nuisance impacts of one use upon the other.

**Action**

**Statement:** The county, with the assistance of local governments should establish appropriate buffer standards between land uses and promote common use of these standards throughout the peninsula. The **Grand Traverse Bay Region Development Guidebook** should be used as a basis for the creation of standards for landscaping, buffering, screening and separation distances between incompatible land use activities.

**Action**

**Statement:** Educational materials should be developed and distributed to promote wide understanding and application of the buffer standards.

**Action**

**Statement:** The land developer should be asked to provide the buffer, not the adjoining farmer or other landowner.

**Issue:**

*Private lands contiguous to Sleeping Bear Dunes National Lakeshore, the Leelanau State Park, and the Pere Marquette State Forest.*

**Policy:**

Low density compatible uses should be encouraged by the creation of flexible zoning and incentive programs for private landowners who commit their land to uses which enhance the scenic resources and the public investment in parks.

**Action**

**Statement:** Create incentive programs which have the effect of

decreasing residential density on appropriate land adjacent to public parks. Acquisition of conservation easements could be used as the preferred method for preserving scenic land in private ownership near the parks.

**Action**

**Statement:** Local plans and zoning ordinances should recognize the importance of preserving scenic open space near parks. Local government units may create ordinances which encourage low density and/or clustered development and quality commercial development in villages adjacent to parks. Such zoning should be compatible with incentive programs to preserve land and should include site plan review provisions for new development near existing parks.

**Issue:**

*Inland lake management.*

**Policy:** Regulations to protect inland lakes from the effects of keyholing should be established and implemented.

**Action**

**Statement:** The county, in conjunction with local governments and lake associations should establish model keyhole regulations that recognize the unique characteristics of the lakes in the county and the benefits of uniform regulations when a lake is surrounded by more than one jurisdiction.

**Action**

**Statement:** Keyhole regulations should recognize the importance and legitimacy of public access to inland lakes and not work to thwart efforts to increase public access promoted by other policies in this plan. Different types of public access can be provided for (e.g., for recreation, or for fire trucks to draw water in an emergency).

**Issue:**

*Mineral extraction operations.*

**Policy:**

Economically viable sand and gravel resources should be identified and protected from surface conversion to other uses prior to initiation of extraction activities. Extraction should always be based on an approved reclamation plan which focusses on the future land use after extraction activities are complete.

**Action**

**Statement:** The County Planning Department should identify and classify sand and gravel resources and the anticipated future demand for such resources.

**Action**

**Statement:** Local governments should include protection of priority sand and gravel resources in local comprehensive land use plans and zoning regulations.

**Action**

**Statement:** The county, in conjunction with local governments, should prepare model sand and gravel regulations which aim to protect the environment, and require reclamation for an approved future land use, prior to digging the first shovel into the ground.

**Action**

**Statement:** Local governments should adopt and implement model sand and gravel regulations.

**Action**

**Statement:** An education program for sand and gravel operators should be initiated to facilitate operator planning and reclamation management.

**Issue:**

*Legal support for defense of local development regulations.*

**Policy:**

Where local governments in the county have developed local regulations consistent with a model prepared and promoted by the county, the county should provide legal assistance in the defense of any legitimate challenge to those regulations.

**Action**

**Statement:** The county prosecutor's office (or other expert qualified legal counsel) should provide legal assistance in the development of any model ordinance language promoted by this plan.

**Action**

**Statement:** Any community facing a legal challenge to a regulation consistent with an approved model should be eligible to receive assistance from or through the county prosecutor's office in defense of its regulation or regulatory action.

**Issue:**

*The implementation of land use plans and regulations is the responsibility of local commissions and boards, and these are subject to high turnover.*



Photo by Mark A. Wyckoff

*Sleeping Bear Dunes National Lakeshore headquarters in Empire.*



**Policy:** Training programs which, a) outline the purpose and goals of the Leelanau General Plan, b) describe the responsibilities of local Commission and Board members and, c) provide case studies of various zoning issues that demonstrate the need for objectivity and consistency in decision making, should be conducted/coordinated periodically by the county.

**Action Statement:** The County Planning Department should administer the creation and presentation of such training programs. A frequency for presentation should be determined through consultation with the local units of government.

**Issue:**  
*Adequate housing for all.*

**Policy:** The Leelanau Peninsula should contain an adequate distribution and mix of housing to enable each resident to secure safe, adequate housing at an affordable price.

**Action Statement:** Sufficient residential units of the small lot, single family, detached, attached, or multi-family type should be developed so that the mix of housing units on the peninsula will facilitate provision of affordable units to all county residents.

**Action Statement:** The county and local government should support expansion of initiatives for congregate housing



Photo by Jess J. Reed

*A gravel extraction operation in Kasson Township.*

arrangements throughout the peninsula for elderly and other special needs populations.

**Action**

**Statement:** Zoning and other land use control regulations should be reviewed to assure opportunities to encourage additional affordable housing options through increased flexibility, especially where the need is the greatest.

**Action**

**Statement:** Research should be initiated for ways of reducing development costs for all housing, including affordable housing through a review of the development approval process, and development of regulation and code standards.

**Issue:**

*There is a lack of diversified, affordable housing in the peninsula preventing workers from living near where they work.*

**Policy:** Develop a peninsula-wide Housing Task Force to coordinate housing development policy and programs.

**Action**

**Statement:** Investigate special populations and associated housing needs in the peninsula (e.g., handicapped, seniors, single parent households).

**Action**

**Statement:** Develop a housing rehabilitation program which includes a weatherproofing element.

**Action**

**Statement:** Develop affordable housing adjacent to commercial centers which also incorporate cultural,

recreational, child care and public safety elements in design.

**Action**

**Statement:** Utilize U.S Housing and Urban Development, Michigan State Housing Authority and other related housing programs for technical and financial assistance.

**Action**

**Statement:** Explore model local zoning approaches to permit accessory apartments and/or temporary accessory housing pursuant to adopted standards.

**Issue:**

*Protection of solar and wind access rights and promotion of energy conserving technology.*

**Policy:**

Develop strategies to promote energy conservation as a part of new land use and development activity.

**Action**

**Statement:** Develop a model ordinance that ensures protection of solar and wind access rights for application in local site plan reviews.

**Action**

**Statement:** Encourage use of energy saving technology in new construction and site design.

**Issue:**

*Island development.*

**Policy:**

A plan for island development and/or preservation should be prepared.

**Action**

**Statement:** A plan compatible with the General Plan policies and in

consideration of the issues addressed in the DNR's (proposed) Island Management Policy should be prepared for each of the islands that are a part of the county.

**Issue:**

*Variety of land uses.*

**Policy:**

**The county should assist local governments in finding a proper place for each lawful land use.**

**Action**

**Statement:**

To prevent every community from attempting to provide a place for every lawful land use, and thus create a hodge-podge of uses, the County Planning Commission should periodically inventory local zoning ordinances and investigate land use needs to ensure that there is a place in the county for all lawful land uses, without encouraging unnecessary proliferation based on undocumented needs for certain land uses.



*Leelanau Enterprise Photo*



## Part Three: IMPLEMENTATION

## Chapter 13 LOCAL AND PENINSULA LAND USE ISSUES

### INTRODUCTION

This chapter advocates continuance of the traditional practice of most land use decisions being made at the local level of government, however, it also acknowledges the appropriate role of county policy makers in issues of greater than local concern. This chapter sets the stage for Chapter 14 which proposes a new institutional structure for land use decisions in Leelanau County.

### LOCAL AND PENINSULA LAND USE ISSUES

As previous working papers (and chapters in this plan) have documented, the continuation of "business as usual" as it relates to land use decisions on the Leelanau Peninsula will result in continued environmental degradation, loss of rural character, higher public service costs and a future with far fewer choices available to our children and our children's children. There is a better way. It is built upon a common vision of the future, and consensus on a means for achieving that future. Fundamentally it relies on agreement between local and county policy makers as to respective roles and responsibilities in planning

for and managing change.

At the root of this collaborative approach is the recognition that all land use issues can be characterized as falling on a continuum representing the degree to which they have local and/or area-wide impacts associated with them. This continuum is represented below with issues of local concern on one end and issues of greater than local concern on the other.

The current legal structure for land use decisions in Michigan places authority for most land use decisions with the local unit of government (if the local unit wishes to exercise this authority). This is usually exercised through local comprehensive (land use) plans and zoning regulations as authorized by several enabling statutes. In some areas, counties make these decisions if local governments choose not to exercise their authority, as with county zoning.

Other land use decisions are made at the county or state level. Examples include decisions on prisons, landfills, and hazardous waste facilities. In some cases authority can be shared or transferred between state and county or local governments, as with the

Figure 13-1  
CONTINUUM OF INTERESTS

Issues of  
Local  
Concern



Issues of  
Greater Than  
Local  
Concern

Chapter 15 presents a brief description of the key processes and priority initiatives that must be taken to successfully implement this plan. They largely fall within the authority or ability of the county to initiate. However, many will not be successful unless supported by and implemented with the support of the village and township officials in the county.

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***This focus is taken in order to supplement and enhance local government capabilities to make the bulk of land use decisions (i.e. those which have purely local impacts), while also helping to ensure continuous coordination, communication and cooperation with county policy makers on issues of greater than local concern.***

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It should be apparent that most of the proposed county level initiatives are related to dealing with issues of greater than local concern. This focus is taken in order to supplement and enhance local government capabilities to make the bulk of land use decisions (i.e. those which have purely local impacts), while also helping to ensure continuous coordination, communication, and cooperation with county policy makers on issues of greater than local concern. Success of this General Plan will be measured in terms of the degree to which future quality of life on the peninsula is at least retained, if not enhanced by instituting these measures.



Leelanau Enterprise Photo

*A freighter seeks harbor in Suttons Bay.*

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## Chapter 14

# NEW INSTITUTIONAL STRUCTURE FOR IMPROVED LAND USE DECISION MAKING

### INTRODUCTION

The formal start of the process to develop the **Leelanau General Plan** began with the distribution of a button to each of the 60 plus member Steering Committee. The button said "*None of us is as smart as all of us*". That theme has underlain the entire process of developing the **Leelanau General Plan**. Together, residents of Leelanau County have helped to develop this plan. They will need to work together to implement it. Intergovernmental communication, cooperation, and coordination will be instrumental in achieving success.

### NEW INSTITUTIONAL STRUCTURE

Fundamental to successfully working together in the implementation of the **General Plan**, is having a clear understanding of the

respective roles and responsibilities of county and local governmental agencies. Following is a description of the institutional structure for implementing the **Leelanau General Plan**. The role of each of the major "players" is also described. This structure is reproduced from Chapter 6 of Working Paper #12.

#### Mutual Respect and Mutual Support

This new institutional structure grows out of the responsibilities imposed on the county and its local governmental bodies by existing state law and historical traditions. But to be successful, it will need mutual respect where their responsibilities overlap, and mutual support where they are separate.

Areas of overlapping responsibility include planning. The **General Plan** is peninsula-wide, more general and policy oriented, and focused



Photo by Mark A. Wyckoff

*Citizens attending a General Plan Steering Committee meeting listen to a presentation.*

## LOCAL ROLES AND RESPONSIBILITIES FOR LOCAL PLANNING COMMISSIONS AND LOCAL GOVERNING BODY

### Local Planning Commissions

Planning commissions in cities and villages in the county are organized under the Municipal Planning Act, PA 285 of 1931. Township planning commissions are organized under PA 168 of 1959. some of their principal responsibilities include:

- Creating, adopting and maintaining a local comprehensive plan to guide future land use change and to serve as the legal basis for the local zoning ordinance.
- Creating, maintaining and administering responsibilities under the local zoning ordinance adopted pursuant to the City Village Zoning Act, PA 207 of 1921 or the Township Rural Zoning Act, PA 184 of 1943.
- Advising the local governing body on proposed rezonings, text amendments, plats, capital improvements and related planning or zoning decisions.
- Educating citizens on the values and benefits of planning.
- Welcoming citizens and citizen comments on local planning and zoning issues and acting upon or referring those comments as appropriate.
- Considering to recommendations of the County Planning Commission and/or County Planning Department on planning and zoning issues.
- Working with property owners in order to try to achieve good development (or redevelopment).
- Learning about and staying up to date on their responsibilities as planning commissioners and on various tools available in implementing local plans.
- Making recommendations on special projects or delegated responsibilities (e.g., zoning ordinance enforcement).

### Local Governing Body

The local city or village council and township board of trustees also have specific planning and zoning responsibilities. These include:

- Appointment of qualified persons to serve as members of the planning commission and zoning board of appeals.
- Adoption of ordinances recommended by the planning commission for implementation of the comprehensive or master plan, including but not limited to a zoning ordinance and subdivision regulations.
- Providing an adequate budget for the planning commission to carry out its responsibilities, including keeping the plan and zoning ordinance current, and receiving proper training on their roles, responsibilities and new tools, and techniques for improving the community.
- Providing adequate staff and financial resources (including setting fee levels) for enforcement of adopted regulations.
- Conducting required public hearings prior to acting on zoning, subdivision or infrastructure development matters.
- Receiving and acting on citizen input and complaints about planning and zoning issues and as appropriate referring matters to the planning commission for action.
- Initiating amendments to ordinances as necessary and soliciting advice from the planning commission.



## TRADITIONAL RESPONSIBILITIES OF THE COUNTY PLANNING COMMISSION

The County Planning Commission was created by the County Board of Supervisors on January 13, 1970 pursuant to the requirements of the County Planning Act, PA 282 of 1945. Initially it also had responsibility under PA 183 of 1943 to prepare and implement a county zoning ordinance. This responsibility was suspended in December 1992 as the last township in the county without its own zoning ordinance adopted an interim zoning ordinance (Suttons Bay Township). Currently, the County Planning Commission is responsible for:

- Preparing and maintaining a plan for the development and/or protection of the peninsula. It will be responsible for adopting the **Leelanau General Plan**.
- Reviewing and commenting on proposed new public facilities or improvements.
- Making recommendations on proposed township plans and/or rezoning or text amendments.
- Assisting in the development of model regulations for use by the county or local governments.
- Educating the general public about the values and benefits of planning.
- Welcoming citizen comments on local planning and zoning issues and acting upon or referring those comments as appropriate.
- Learning about and staying up to date on the responsibilities of the Planning Commissioners and on various tools available in implementing local plans.
- Coordinating planning and associated development regulations with other governmental units and public agencies.
- Attempting to prevent incompatible planning and zoning.

6. Provide technical assistance.
7. Support the development and maintenance of a data center in the County Planning Department (including GIS).
8. Prepare and promote model ordinances.
9. Arrange and promote educational opportunities on planning and growth management.
10. Carry out specially delegated responsibilities of the County Board of Commissioners.

Each of these duties is described in more detail in the following paragraphs.

### ***1. Prepare and Maintain the General Plan***

The primary responsibility of the County Planning Commission will be the preparation and maintenance of a **General Plan** for the peninsula. The **Plan** will be annually reviewed and completely updated at least once each five years. This also requires the maintenance of background data and periodic updating of working papers and other reports on specific planning issues. The **General Plan** will serve as a guide for long-range development of local comprehensive plans with respect to the pattern and intensity of land use and the provision of public facilities, as well as for any long-range fiscal plans for such development. The **General Plan** will include recommendations for the most effective economic, social, and physical development of the county as well as provide the basis for future county facility plans.

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The County Planning Commission will annually prepare, through the County Planning Department, and "official map" of all proposed capital improvements in the county for the next 6 years. This will be distributed to all public agencies in the county.

Once the **General Plan** has been adopted and a certified copy of the plan is delivered to the County Board of Commissioners, then the statutory authority requiring County Planning Commission review and approval of public works proposals will be initiated. This will apply to the expenditure of funds by a county board, department or agency for acquisition of land, the erection of a structure or extension, correction or improvement of any physical facility, including roads or drains, until the County Planning Commission has reviewed the proposed location and extent of the project and reported back to the County Board and/or the department or agency submitting the proposal. If the project or proposal is consistent with the adopted capital improvements program and the **General Plan**, then it will be recommended for approval.

#### ***4. Coordinate Planning and Growth Management Activities with Other Public and Private Agencies***

The County Planning Commission will be charged with cooperating with all state, federal (including the National Park Service), and local governments and other public agencies (such as schools, Soil Conservation Service, etc.) as well as with the Grand Traverse Band of Ottawa and Chippewa Indians, in preparation of the **General Plan** and will seek coordination of their programs in the county. The **General Plan** will also serve as the basis for coordinating all related plans of the department or subdivisions of Leelanau County government. Coordination with local governments will be expansively interpreted to include issues of greater than local concern and not merely limited to border issues. The County Planning Commission will consult with adjacent counties to avoid conflicts with

overall plans. The County Planning Commission will be encouraged to coordinate planning efforts with private agencies as well, such as utility companies, chambers of commerce, etc. If supported by local governments in the county and by the County Board of Commissioners, the County Planning Commission may provide adjudication or mediation services on disputes related to land use and infrastructure issues covered by the **General Plan**. In so doing, the County Planning Commission may employ such experts as necessary to assist in accomplishing the task.

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***Technical assistance will be initially targeted to local governments for efforts to update local plans and development regulations in a manner compatible with the General Plan.***

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#### ***5. Seek Grants and Other Financial Assistance***

In addition to the powers allowed by other provisions of the County Planning Act, the County Planning Commission with approval of the County Board may apply for, receive and accept grants from any governmental agency, or from the federal government, and agree to and comply with such terms and conditions as may be necessary, convenient or desirable. The County Planning Commission may do any and all things necessary or desirable to secure financial aid or cooperation of the federal government in carrying out the functions of the commission, when approved by a 2/3 vote of the County Board of Commissioners.

#### ***6. Provide Technical Assistance***

As a part of their coordination function, and in order to ensure implementation of the **General Plan**, the County Planning Commission will be authorized to assist in structuring technical assistance services to public agencies and citizens. These activities will be largely provided through the County Planning Department and will be dependent on budgeted

special issues assigned to them by the County Board of Commissioners. Staff support will be provided by the County Planning Department. Where this exceeds work planned in an annual work program, the County Planning Commission could expect that either other pre-approved tasks will be foregone, or additional resources will be made available to complete the new task.

In all dealings with the public and local government officials, the County Planning Commission will be expected to be open and receptive to input and seriously consider all relevant facts before rendering an opinion. All Planning Commission decisions will be expected to be in writing with supporting documentation. County Planning Commission will be expected to maintain (and update as necessary) rules of procedure (or bylaws) and use them as a guide to its conduct and procedure.

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***The County Planning Commission will also be charged with the responsibility to propose standards, criteria, and suggested model ordinances to regulate the use and development of land and water within the peninsula.***

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A report of Planning Commission activities accompanied by a work program and budget for the next year will be annually prepared. It will be distributed for review, comment and refinement to each local government and other public agencies in the county prior to submittal to the County Board of Commissioners.

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***A report of Planning Commission activities accompanied by a work program and budget for the next year will be annually prepared.***

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### **County Planning Commission Structure**

The County Board of Commissioners will modify the ordinance establishing the 11-

member County Planning Commission to include representation on a geopolitical basis instead of an occupation or interest group basis. A mechanism will be established for input by citizens and local government officials as to nominations of candidates to the County Board for consideration prior to any appointments. Representatives will be drawn from each of the eleven townships and will be appointed on the basis that they will represent not only general peninsula wide interests, but also specific interests in their township. Representatives from Empire, Leelanau and Suttons Bay Townships will also represent their respective villages. The Elmwood Township representative will also serve as a



*Daffodils are plentiful in Leelanau County during the spring months.*

Leelanau Enterprise Photo

- 
- The designee of the Grand Traverse Band of the Ottawa and Chippewa Indians.

As deemed appropriate by the County Planning Commission, such other persons could also be appointed. Such appointments will be based on the specific issue and unique geographic considerations. In making such appointments, the Planning Commission will need to keep in mind the desire to keep the subcommittee small enough to be functional and oriented to its principal purpose which is looking out for the best interests of the whole peninsula on issues of greater than local concern (and not merely looking out for the interests of those who may live in the immediate area).

One person could serve in more than one capacity on any established subcommittee.

The subcommittee will be charged with advising the Planning Commission (before it acts) on any issue of greater than local concern as so assigned by the Planning Commission. Staff of the County Planning Department will assist the subcommittee within the parameters of the task assigned by the Planning Commission and within the time and other resources available.

The County Planning Commission, through its Rules of Procedure (or bylaws), will establish a mechanism for creating and convening any subcommittee, as well as establish what issues qualify as an issue of greater than local concern. The County Planning Commission may not create or convene a subcommittee to advise on a routine matter, such as a township rezoning proposal, unless the issue in question is a bona fide issue of greater than local concern requiring broader input prior to making a decision. The subcommittee process is proposed not to lengthen any review process, or otherwise delay making a decision, but rather to permit broader consideration and input on key issues of peninsula-wide significance and/or long term impact. All subcommittee action must be completed within the time frame assigned by

the County Planning Commission and/or established by a statutory or other applicable review procedure.

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***The subcommittee process is proposed not to lengthen any review process, or otherwise delay making a decision, but rather to permit broader consideration and input on key issues of peninsula-wide significance and/or long term impact.***

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### **County Planning Department Role**

The principal responsibilities of the County Planning Department will include those listed below. However, none of the current responsibilities listed in the sidebar are proposed to be dropped even if not mentioned below:

1. providing staff assistance to the County Planning Commission.
2. providing staff assistance to the County Board of Commissioners, and other county agencies.
3. providing technical assistance services to local governments.
4. continued development and maintenance of a data center (including GIS).
5. representing the county on various committees.

#### ***1. Providing Staff Assistance to the County Planning Commission.***

The County Planning Department will continue to provide the principal staff assistance to the County Planning Commission in the discharge of each of the ten major duties described above.

#### ***2. Providing Staff Assistance to the County Board and other County Agencies***

The County Planning Department will also

continue to provide staff assistance to the County Board of Commissioners and other county department as directed or requested (and as financial and personnel resources permit).

### **3. *Provision of Technical Assistance Services to Local Governments***

In addition, it will provide expanded technical assistance services to local governmental units in support of actions to implement the **Leelanau General Plan**. The County Planning Department will be permitted to offer these services on a fee or other basis pursuant to guidelines proposed by the County Planning Commission and approved by the County Board of Commissioners.

### **4. *Development and Maintenance of a Data Center***

A special responsibility of the County Planning Department in conjunction with other county departments, will be the continued development and maintenance of the Leelanau Land Information System and its eventual expansion to a fuller geographic information system. A wide range of local, county, state and federal data sets will be gathered and maintained. A special focus of data analysis activities will be monitoring land use change and related change indicators (see Working Paper #5) to provide an "early warning system" on variables indicating trends that are in conflict with adopted **General Plan** policy, or which suggest a need to change policy in the plan.

In addition, a multi-year plan for the data center will be developed and annually updated, along with the necessary protocols and referencing mechanisms to ensure proper maintenance of the data and other library materials in the data center. A special effort will be made to stay abreast of contemporary planning tools and techniques and related research efforts and to acquire, as useful, such information for the department's library as will be helpful.

### **5. *Represent the County on Various Committees***

The County Planning Department will continue to represent the county on various committees (both inside and outside of the county). It will also provide staff support to ongoing County Planning committees related to solid waste and economic development.

### **County Board of Commissioners Role**

As relates to planning and efforts to better guide growth on the peninsula, the primary responsibilities of the County Board of Commissioners include:

1. initially reconstituting the County Planning Commission.
2. appointing qualified members of the County Planning Commission.
3. maintaining a qualified professional planning director and planning staff.
4. providing adequate financial support to the County Planning Commission and County Planning Department.
5. making decisions on county initiated or financed facilities and infrastructure.
6. helping with local government efforts compatible with the **General Plan**.
7. approving the **Leelanau General Plan**.

Each of these responsibilities is described in more detail below.

### **1. *Reconstitute the County Planning Commission***

The first responsibility of the County Board of Commissioners in the implementation of this plan is to reconstitute the County Planning Commission. This requires amending the ordinance creating the original Planning

more to speed plan implementation than any other single action.

### **7. Approve the Leelanau General Plan**

Following adoption of the **Leelanau General Plan** by the County Planning Commission, it will be important for the County Board of Commissioners to formally approve the **Leelanau General Plan**, and thereafter approve any amendments to it. No other action will more graphically demonstrate continued county board support for this important growth management tool.

### **Role of Other Governmental Agencies**

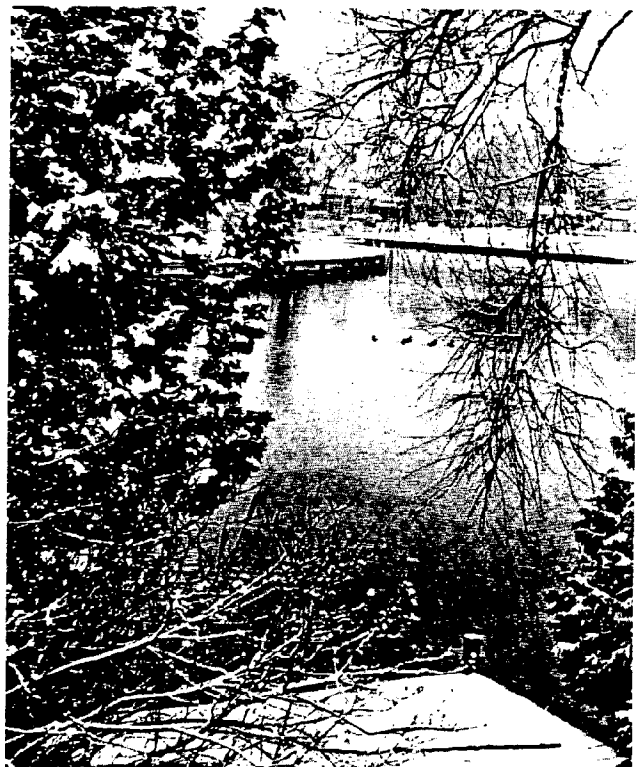
A special effort will be made by the County Board of Commissioners, County Planning Commission and County Planning Department to establish formal, regular communication with the County Road Commission, County Drain Commission and Health Department in the pursuit of mutual objectives under this plan. Cooperation and coordination of efforts related to the provision of public services and facilities, particularly as to their potential for growth inducing impacts is critical to successful implementation of the **Leelanau General Plan**. All new public facilities proposed by these agencies will be included in the annual county CIP according to procedures adopted by the County Board of Commissioners.

The County Planning Department will be responsible for establishing and maintaining, as necessary, liaison with state and federal agencies whose decisions could impact on the successful implementation of the **Leelanau General Plan**. In particular, the Michigan Department of Natural Resources and National Park Service will be singled out to establish and maintain regular communication, cooperation and coordination.

### **Relationship with Citizens and the General Public**

Ultimately all public services are established and maintained for the benefit of the present and future citizens and visitors of the county. As this new institutional structure is refined and implemented, it is important that existing opportunities for public input and assistance not be reduced, and that as feasible, they be expanded to include people not presently represented. Opportunities will include not only those required by law at public hearing, but also other less formal opportunities as resources become available or the need becomes more apparent.

The role of the citizen has been instrumental in providing guidance in the development of this **General Plan**. It is intended that the citizen continue to have ready access to the planning process and information and policies developed as a result of it.



*Leelanau Enterprise Photo*

*Ducks enjoy a wintery swim in the Leland River.*

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## Chapter 15

# GENERAL PLAN IMPLEMENTATION

### INTRODUCTION

Achievement of the principal goal of this **General Plan** (see page vi) requires the creation of an effective program of coordinated local and county efforts. The principal institutional components of this program were presented in Chapter 14. This chapter describes the general process to be followed. Key priorities for inclusion in short range action programs and budgets are also identified. A more detailed process for implementation will need to be developed after adoption of the **General Plan** for annually updated work programs tied to local and county budgets.

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*As important a benchmark as this plan represents, the initiatives proposed in this General Plan will not implement themselves.*

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As important a benchmark as this plan represents, the initiatives proposed in this **General Plan** will not implement themselves. It will take the concerted efforts of citizens, elected officials, local and county planners, and other administrative officials to bring this plan from concept into reality. It will take continued support and commitment for many years. However, the goals of this plan and the actions proposed to implement it offer the promise of a much better future than that likely to occur if existing trends continue unabated.

The central ingredients to successful implementation will be commitment by citizens, by the County Board of Commissioners, and by support from local units of government. Benefits to all groups will be most visible in terms of lower infrastructure and maintenance costs for public facilities and retention of the rural character of the landscape (so cherished by residents and visitors). Many indirect benefits will also occur.

For example, local plans and development regulations will be easier and less costly to prepare and maintain because the information in the Planning Department's "county data center" can easily be updated and displayed on maps from the Land Information System. In working in partnership with the county in a manner compatible with this plan, local governments will be able to justifiably provide for a narrower range of land uses in their plans and zoning regulations. This could eliminate the continued scattering of commercial and industrial uses in inappropriate locations while improving the success of businesses established in appropriate locations. These and many other benefits previously identified will result from implementation of this **General Plan**.

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*The central ingredients to successful plan implementation will be commitment by the County Board of Commissioners and support from local units of government.*

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As this **General Plan** explains, county concerns related to growth and development issues are most significant on issues of greater than local concern. Such issues, while numerous, do not include the full range of land use issues that must be addressed by local communities, but they do overlap on certain issues. This should not be viewed as negative, or an obstacle to progress, but rather as an opportunity to insure that both local and peninsula-wide issues are adequately addressed before making decisions on issues of greater than local concern. All citizens will benefit, and future debacles over such issues as siting of golf courses and/or radio towers in sensitive natural resource areas could be avoided.

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### **Establishment of Priorities for Strategic Initiatives**

Following plan adoption, the next major process will be to establish the key strategic initiatives to be immediately undertaken, and others to be included in the next round of annual work programs and budgets. This process needs to extend beyond the County Planning Department/County Planning Commission budget to include all county departments, being replicated wherever feasible, in the planning and budgeting processes of other governmental units (such as townships and villages) and of nonprofit organizations (such as area chambers of commerce, land trusts, etc.) which have key roles in plan implementation (see especially the action statements in Part Two).

### **Mechanism for Updating the General Plan**

It is also very important that these annual priority and budget sessions be institutionalized and adhered to. An annual report on actions taken to implement the plan should be made to the County Board of Commissioners, along with adoption of any necessary amendments by the County Planning Commission. Periodically, and at least once each five years, the **General Plan** should be thoroughly reviewed and updated.

### **Key Priorities**

The most important priorities identified in this should be included, wherever feasible, in work programs and budgets by the appropriate organization(s). This list should be annually updated and supplemented. A host of worthy project and program initiatives to help implement this plan are included in Part Two. A Steering Committee member has suggested that action statements in Part Two be considered as priorities based on the following considerations:

- Those action statements having an assigned responsibility to a particular group are of the highest priority.
- A lower priority level exists when the responsibility is implied, as when the term "the economic development leadership shall..." is used, or when an indefinite assignment is made such as "the county will...".
- No immediate priority is implied when no organization or individual is listed as responsible for the action. That leaves these action statements as targets until an organization steps forward to take responsibility for implementation, and/or adequate county resources become available.

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***An annual report on actions taken to implement the plan should be made to the County Board of Commissioners, along with adoption of any necessary amendments by the County Planning Commission.***

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Notwithstanding the important contribution that action statements in Part Two can play in the eventual implementation of the plan, the following actions are the top priorities which require immediate action. Some of these priorities are derived from action statements in Part Two; others are from Part One. As the following priorities are completed, new priorities can be added via the annual updating process. Most of the proposals for plan implementation are actions that can be taken now under existing state laws if local and county governments will agree and commit to action. However, the few actions which will require legislative authorization (such as for transfer of development rights) are so important, that significant energy will be needed to help achieve enactment of these new tools by working in concert with other local governments across the state.



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development rights, development agreements, concurrency, official maps, urban and general services districts, new ways to levy special assessments, and new ways to deal with the interjurisdictional impacts of large scale developments.

- to authorize changes to the County Planning Act to permit expanded membership on the County Planning Commission.
- Refinement of a peninsula-wide transfer of development rights (TDR) program. The significant equity issues associated with land use restrictions on large landowners without corresponding mechanisms permitting them to capture development value (without actually developing the land) require that the effort to generally get passage of TDR legislation be pursued vigorously.
- Organization and support for a county chapter of the Michigan Society of Planning Officials (possibly to be called the Leelanau Society of Planning Officials - LSPO). Such an organization would work with the County Planning Commission and receive support from the County Planning Department in development and implementation of periodic education programs for planning commissioners, elected officials and citizens on a wide variety of planning, economic development, and regulatory issues.
- Development of an official county newsletter with information on projects and related efforts in planning.
- Development and passage of a new ordinance to require septic systems to be inspected at the point of sale of the property on which they are located. If substandard, to require their being brought up to code prior to the closing.
- Assistance to villages and townships in

local plan and regulatory changes to better accommodate affordable quality housing needs.

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***This General Plan represents thousands of hours of input by hundreds of citizens in Leelanau County over the past three years. The circumstances it is intended to address did not occur overnight and they will not be resolved overnight.***

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### Concluding Thought

This General Plan represents thousands of hours of input by hundreds of citizens in Leelanau County over the past three years. The circumstances it is intended to address did not occur overnight and they will not be resolved overnight. Yet it sets forth an alternative option to the future that will be created if existing trends continue (see Working Paper #5). Existing trends are fueled to a very great extent by existing plans, regulations and institutional relationships. To create a future different from existing trends, current plans, policies, regulations and institutional relationships must also be changed. This General Plan proposes an alternative structure based on considerable input and thoughtful consideration by Leelanau County citizens. It offers an opportunity for citizens to choose a different future with a mechanism to put that choice into place.



## APPENDICES

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## Appendix A

### MEMORANDUM OF UNDERSTANDING Concerning the Development of a County-wide Growth Management Plan for Leelanau County

#### BACKGROUND

A COUNTY-WIDE GROWTH MANAGEMENT PLAN is a document prepared following extensive study by many individuals and advisory committees representing all communities in the County (whose work will result in separate working papers) which sets forth the following:

- Those elements of the built and natural environment which are systemic and interjurisdictional in nature, and without the wise management of which persons presently living and those yet unborn are less likely to enjoy a quality of life at least as good as that enjoyed by those families and individuals presently living in the County.
- An action program for public and private efforts to guide future growth so that an adequate balance between necessary sustainable development and environmental protection is achieved.
- A practical, workable program for local control of land development decisions which is consistent with the county-wide growth management plan, which recognizes the unique perspective and responsibilities of each local government, and which ensures that matters with impacts beyond the jurisdiction of the community in question are examined to the mutual satisfaction of all affected communities before final decisions are made.
- A mutually agreed-upon approach for guiding the rate, timing and location of new development into areas of the County that can efficiently provide necessary services in a manner harmonious with that natural character of the area without unnecessary expenditures of public tax dollars or corresponding loss of constitutionally protected private property rights.

FULLY PARTICIPATE IN means that a community within the County will appoint representative(s) to the advisory committees and steering committee as requested, and that said representative(s) will make every effort to both attend and inform the governing body and planning commission in a timely manner of all activities, issues and actions taken or pending in the development of a county-wide growth management plan.

#### BASIC PARTICIPATION

Basic participation in the growth management planning process shall be made available, without a cash contribution required, to the local government whose legislative body has indicated their desire and intent to fully participate in development of a county-wide growth management plan by approving this document.

The specific terms and conditions of basic participation in the growth management planning process including all mutual understandings of the County and the City of Traverse City are as follows:

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## GENERAL PROVISIONS

The parties hereto mutually recognize that the participation in the growth management planning process conveys no authority to the county to supervise or otherwise direct or interfere in the *(Name of Community)* planning and implementation activities over and above the provisions of current state law.

Similarly, the parties recognize that initiatives/resources referred to in this document are exclusively focused on the growth management planning project and that mutual participation in the process creates no new obligations with respect to mutual assistance in implementing the *(Name of Community)* current planning programs or land use regulations. Further, it conveys no authority for local jurisdictions to direct the work of county planning department personnel or to secure materials from the county planning department on other than a materials/copying cost reimbursement basis.

It is further mutually recognized that the commitments made herein are primarily focused on intergovernmental cooperation during the preparation of a county-wide growth management plan and that the *(Name of Community)* expressly reserves its right to sever further participation in the county-wide growth management process at the completion of the county-wide Growth Management Plan.

## GENERAL UNDERSTANDINGS

We hereby acknowledge the culmination of a significant endeavor to define the responsibilities and coordinate the efforts of the citizens of Leelanau County; along with all units of government; whether of township, village, city or county origin to create an economically, socially and environmentally sound future for Leelanau County. Our further intention is to nurture the working relationship among all groups so as to establish an equitable and successful ongoing method of managing county growth for the benefit of both current and future generations.

We further acknowledge that in order for this to be successful, it is essential for all individuals and/or units of government to realize that the process is being structured by human beings and consequently will be neither perfect in form nor a panacea. Our single most important purpose is to continue to maintain our quality of life to insure that our communities and countryside are passed onto our children in as good or better a condition as we received it from those who came before us.

We further acknowledge that a high level of open, honest and frequent communication between all involved parties is of paramount importance to the success of this endeavor. We also realize that this communication will not come to fruition unless we accept the premise that accurate information and ideas should change hands freely. We are fully committed to participation in the county-wide growth management planning process during preparation of the Growth Management Plan.

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## Appendix B

### HISTORY OF THE GENERAL PLAN PLANNING PROCESS

#### INTRODUCTION

In June, 1989 Leelanau County officially began a project ultimately designed to revise its outdated Comprehensive Development Plan. County officials agree the Plan currently in effect, adopted in 1975, does not provide adequate guidance for today's decisions. During the past several years development-related controversies have flared in virtually all areas of the County. County officials and an increasing number of permanent and seasonal residents believe those controversies are due, in part, to the lack of an overall "plan" or system for dealing with the management of the growth that is occurring. The county's popularity and desirable location are contributing to the problem. Increasing population and inadequately directed growth have great potential to exert significant pressure on the "quality of life" which has historically been Leelanau County's hallmark.

#### OPPORTUNITY FOR CREATIVE PLANNING

When considering this essential planning project, County leaders saw an opportunity to approach comprehensive planning in a unique way. The traditional approach to community planning assumes an internal effort by the responsible governing agency. Generally speaking, this approach often means less risk, less chance for criticism and opposition from administrators or elected officials. As stated in the text ***Taking Charge: How Communities are Planning their Futures***, the newer, more open approaches (such as that being undertaken in Leelanau County) bring to the planning effort the combined resources of the community - both public and private. These strategies require new management approaches and techniques. Progress is made by consensus rather than by directive. Those involved in managing the project master new methods of leadership, taking risks by giving up some traditional control but increasing the likelihood of positive community support and benefit.

Ideally, this technique would involve all of the local units of government in the county in a consistent, integrated approach to growth management. **The best way to accomplish this goal is to involve as many county citizens as possible in the actual thinking process.**

Involving people in the planning process means acknowledging that everyone has something of value to contribute. This system seeks to avoid setting up citizens, developers, environmentalists, or local governments as "the enemy". Recognition of this fundamental can change the dynamics of growth management from "us against them" to "we're all in this together."

Those involved in planning realize a successful community planning program does not simply "happen." Project supporters must develop an understanding of growth policies as they currently exist. They must also be willing to communicate their concerns and ideas, work with anyone else officially or unofficially associated with the plan, and be willing to develop an understanding with fellow citizens regarding issues of conflict.

#### CITIZEN ADVISORY COMMITTEE AND GENERAL PLAN STEERING COMMITTEE

At the beginning of the Leelanau program an informal stakeholder analysis was performed to

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interjurisdictional commitment. The City of Traverse City, having recently annexed some 235 acres in Leelanau County, was also asked to consider participating in the program.

In March, 1991 the county staff secured Memorandums of Understanding from all sixteen (16) Leelanau county municipalities. With this unprecedented vote of support, the county adopted a work program for the final phases of the project. The 70-member steering committee was established to help write the plan. The steering committee, like the CAC, is composed of a representative cross section of county citizens, government officials and interest groups. Through the Memorandum of Understanding, each municipality agreed to appoint three individuals to the steering committee including one elected official, one planning commission member, and one citizen at large.

While public participation events continued throughout the county, data base and GIS work was conducted in order to establish the most accurate and reliable information system possible. This unprecedented data collection effort resulted in five (5) additional working papers documenting economic trends, transportation and infrastructure status, environmental conditions, land use trends, and demographics. The information collected is available in many forms to all interested public and private agencies as well as the public at large.

Finally, the project has set forth a mechanism designed to develop an understanding and agreements regarding the roles and respective responsibilities of all local government units where land use decisions are concerned. In all likelihood, achievement of such goals will increase municipal efficiency in an economical manner while fostering a strong spirit of intergovernmental coordination.

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## Appendix C

### LEELANAU GENERAL PLAN WORKING PAPERS

#### **Leelanau General Plan Working Paper #1: Results of the Growth Management Forums**

This document is the first of a series of working papers prepared by Leelanau County staff members and project consultants as part of the process to create the *Leelanau General Plan*. *Working Paper #1* summarizes and provides an analysis of a series of ten (10) Growth Management Forums conducted throughout Leelanau County on December 1, 1989 and during the month of February, 1990. The guiding objective of Phase I of this planning process was the identification of what has been termed the "best choice growth management approach" for Leelanau County.

#### **Leelanau General Plan Working Paper #2: A Survey of Residents Concerning Issues Relating to Long-Range Planning in Leelanau County**

This survey of Leelanau County residents conducted by Anderson, Niebuhr and Associates, Inc. of St. Paul, Minnesota provides information regarding residents' opinions about important issues relating to the quality of life in Leelanau County. Specifically, information was obtained concerning preferences for types of development in the county, residents' satisfaction with county services, opinions about the impact of future development, and preferences for development controls. In addition to providing information about county residents as a whole, the survey results provided information about various subgroups of residents.

The survey of Leelanau County residents was conducted using Anderson-Niebuhr's established mail survey methods from March through April, 1990. Using this method, an overall response rate of 92 percent was achieved. Because such a high response rate to this scientific survey was achieved, county representatives are assured that non-response bias is not a factor and that the data accurately represents the opinions of Leelanau County citizens as a whole.

#### **Leelanau General Plan Working Paper #3: A Survey of Local Officials Concerning Issues Relating to Long-Range Planning in Leelanau County**

In conjunction with the survey of residents conducted by the county, a survey of local officials was also conducted using the same questionnaire. Of the 174 local elected officials and planning commission members in Leelanau County, about 68 percent responded to this survey. Presented in this report are summaries of the descriptive results for the local official survey and results of statistically significant analyses comparing responses of local officials with responses of county residents.

#### **Leelanau General Plan Working Paper #4: Final Recommendations of the Citizen Advisory Committee**

This document is the fourth of a series of working papers prepared for Leelanau County as part of this planning process. *Working Paper #4* summarizes and provides an analysis of a series of ten (10) recommendations of the Leelanau General Plan Citizen Advisory Committee.

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## **Leelanau General Plan Working Paper #8: Transportation, Public Facilities, and Physical Services**

Working Paper #8 is composed of seven chapters reporting on the state of facilities and services provided by local municipalities, those provided by the county, the transportation network, schools, non-municipal public services, solid waste management facilities, and state and federal lands. This document is virtually a Leelanau-specific encyclopedia of data in these subject areas.

## **Leelanau General Plan Working Paper #9: Natural Resources and the Environment**

In its five chapters, Working Paper #9 addresses Leelanau County's environment and natural resources. Climate, geology, topography, and drainage are discussed in the first chapter while discussion of natural resources, environmentally sensitive areas, and air and water quality are covered in following chapters. The summary chapter reviews the issues raised in the preceding chapters and identifies problems and opportunities for Leelanau County. The summary also relates the significance of the information presented in the working paper to future development activity in the county.

## **Leelanau General Plan Working Paper #10: Land Use**

The six chapters of Working Paper #10 address land use activities and issues on the Leelanau Peninsula. Community character and open space, land use, land division and construction activity, land valuation, and growth projections are discussed. The final chapters offers comparison and analysis of local land use policies and regulations and discussed their cumulative impact on the peninsula.

## **Leelanau General Plan Working Paper #11: Demographics**

Working Paper #11 details demographic characteristics of the peninsula's population. Based primarily on the 1990 census, population, age, households, housing, education and income, and occupations and industry are all addressed. A summary chapter reiterates the key population attributes. A series of tables follows in an appendix offering detailed information on the population characteristics of each local municipality in the county.

## **Leelanau General Plan Working Paper #12: Development Alternative**

As the final Working Paper of the series, this document summarizes alternative land use patterns, alternative futures, and alternative institutional arrangements for guiding growth on the Leelanau Peninsula. The chapters contained in this working paper specifically discuss the process used in developing the alternative futures, the nine alternative land use patterns developed for analysis, a description of the "preferred future," the process used to develop the policies and action statements of the Leelanau General Plan, a description of problems associated with current institutional arrangements, and finally the institutional alternatives for Plan implementation.



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## Appendix D

### DEFINITION OF TERMS AND PHRASES

The following terms and phrases are used throughout the Leelanau General Plan and its associated working papers. These definitions should be referenced to promote consistent interpretation of the Plan and supporting data. Source materials referenced to define these terms and phrases included the following:

Emmet County/City of Petoskey Comprehensive Plan (draft, 1994)  
Encyclopedia of Community Planning and Environmental Management (1984)  
Existing Growth Management Techniques and Proposed Legislation for Michigan (1990)  
MSPO Community Planning Handbook (1992)  
Protecting Inland Lakes: A Watershed Management Guidebook (1990)

**Abutting property:** A parcel of land that is contiguous to another parcel of land along a common boundary line.

**Access control regulations:** A standard designed to manage the means of entering and exiting property by way of a public road.

**Access road:** The functional classification identifying road segments that serve to provide passage to and from any land use setting.

**Accessory apartment:** An independent dwelling unit developed in connection with an existing single-family home.

**Accessory use:** A land use whose purpose is related and incidental to the permitted principal use.

**Accident rate:** The calculation of the number of vehicular accidents that occur at particular locations.

**Acid rain:** Precipitation that is made much more acidic than usual when water vapor in the atmosphere combines with sulfur oxides and nitrogen oxides to form sulfuric and nitric acids, which are carried to the earth's surface.

**Acre:** A plainer unit of measure equal to 43,560 square feet.

**Act 307:** The Michigan Environmental Response Act (Act 307 of the Public Acts of 1982, as amended)

**Act 307 site:** A single location within a list of surface and groundwater contamination sites in Michigan, as annually published by the Michigan Department of Natural Resources.

**Adjudication:** To arbitrate or referee.

**Administrative center:** A location at which activities and official functions are conducted, such as a township hall, village hall, government center, etc.

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**Budget:** A financial plan that correlates anticipated revenues and expenditures and serves as a basis for decisions on future expenditures.

**Buffer area:** A strip of land, usually a landscaped open area, designed to separate incompatible land uses.

**Buildable area:** The land area of a given lot that is potentially available for construction after all zoning and other municipal requirements have been fulfilled.

**Building:** A structure that is permanently affixed to the ground, has a roof and is used for the shelter of humans, animals, property or goods.

**Buildout population:** The potential population of a community based on current planning and zoning practices.

**Built environment:** All elements of the man-made environment (including buildings and streets) that involve some application of human effort and technology toward their design, construction, or manufacture.

**Bylaws:** A set of rules that provide for the organization and ongoing operations of a legal body or entity. (*see rules of procedure*)

**Campground:** A public or private open area divided into campsites that, at a minimum, provides a potable water supply and some form of toilet facilities.

**Capacity:** The maximum number of people or things that can comfortably or safely use any facility.

**Capital Improvement Program (CIP):** A multi-year program of proposed capital expenditures used as a programming guide for public improvements of which the first year of the program is the capital portion of the annual budget.

**Capital improvements:** Physical facilities or other fixed assets with relatively long-term usefulness, such as buildings, land, parks or roads.

**Carrying capacity:** The capability of a system to absorb any, or increased, population and development within the parameters of an acceptable environment.

**Census:** The periodic enumeration of the entire population, selected sub-populations or other specialized items, to produce a data base.

**Census tract:** An area used for census data presentation that contains an average of 4,000 people.

**Central business district (CBD):** The traditional business core of a community, characterized by a high concentration of activity within a relatively small area.

**Chamber of commerce:** A voluntary association of businesspersons whose objective is to promote the interests of the commercial and industrial sectors of a community.

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**Compact Development:** This pattern consists of highly organized, concentrated development where property utilization is maximized within a defined setting. The concept assumes a relatively self-contained development with its own set of services and potentially its own community service center. Edges are well defined and surrounded by open space land. This pattern is generally found where a center (town, village, city) already exists and services are extended beyond existing boundaries as appropriate to accommodate new growth and development. Compact development tends to be the most efficient, least expensive to service, and the least disruptive pattern of development impacting use of adjoining lands.

**Composting:** A means of converting organic materials, such as solid waste, leaves and yard clippings, into an odor-free and sanitary soil conditioner.

**Comprehensive Plan:** A plan for the future physical development of a community which seeks to consider all the relevant factors that currently, or in the future, may influence or change quality of life in the community. (*see functional plan, growth management plan, land use plan, master plan, policy plan, strategic plan and subarea plan*)

**Concurrency of services and facilities:** A requirement that services and facilities necessary to serve new development are available concurrent with the onset of the demand for such services and facilities by the new development.

**Condominium:** A form of housing ownership by which a person may purchase and own one dwelling unit in a multi-unit building or development.

**Confiscatory regulation:** Restrictions or limitations placed upon the use of property that prevent a landowner from making any economically reasonable use or deriving any economically reasonable return from his/her property and that amount, in effect, to a taking of the property.

**Conflict resolution:** The satisfactory settling of disputes that can occur among groups in order to attain a particular end result.

**Conservation easement:** An easement, granted by the owner of property, that is designed to limit or preclude future development of the property.

**Consultant:** An individual or business contracted to provide special skills not available among staff members or to undertake a specific project for which the agency has insufficient staff.

**Contaminant:** A substance that causes pollution or diminished quality when brought into contact with air, water, soil or other aspects of the environment.

**Contour line:** Lines that appear on a topographic map and link points that are of an equal elevation above or below sea level.

**Contour interval:** The distance between contour lines.

**Contract zoning:** A situation where conditions are imposed that are not usually applied to land in a particular zoning district or in which a contract is made between the municipality and the landowner.

**Corridor:** A defined strip of land often associated with a transportation route.

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**Dead-end street:** A public way that has only one outlet.

**Debt service:** Periodic payments, consisting of interest plus a portion of the principal that is owed, necessary to amortize the debt.

**Decibel:** A unit of measurement for sound pressure or the relative loudness of sound.

**Dedication:** The transfer of land or an interest in land by its owner to public ownership, to be used for public purposes.

**Deed:** A written instrument by which the owner of real estate conveys his/her land, or an interest in the land, to another.

**Demography:** The study of population and its characteristics.

**Density:** A ration of population, residential units or floor area of development as to a unit of land area.

**Density transfer:** The transfer of unused development potential, either internally within a development or externally from one site to another.

**Department of Commerce:** State and/or federal level agencies with responsibilities related to domestic and international commerce, economic growth, technological development and tourism.

**Department of Housing and Urban Development (HUD):** The cabinet-level department that is responsible for the majority of United States housing and community development programs.

**Department of Natural Resources (DNR):** A state agency empowered with administrative and enforcement authorities and responsibilities, primarily concerned with the natural environment.

**Department of the Interior:** The cabinet-level department that is responsible for diverse programs, largely related to the protection and management of natural resources and public land.

**Department of Transportation (DOT):** State and/or federal level agencies that establish transportation policy for all modes of transportation and conducts research and grant programs.

**Design standard:** A set of guidelines defining parameters to be followed in the design of a building or development.

**Development:** 1. A planning or construction project involving property improvement and, usually, a change in land use character within the site. 2. The act of using land for building or extractive purposes.

**Development agreement:** An arrangement which is voluntarily negotiated and entered into between a municipality and a developer, providing certain commitments by the municipality in exchange for commitments by the developer.

**Development right:** A separable property right like an easement or mineral right.

**Driveway:** A private road that gives access to property abutting a thoroughfare.

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**Equalization rate:** The average percentage of the full value at which the local assessor is assessing all taxable properties in a municipality.

**Eutrophication:** The process by which nutrients stimulate aquatic plant growth and lead to the aging of a lake.

**Ex-officio:** The membership of a person on a board or commission by virtue of holding another position that is related to the work of that board or commission. In many cases, **ex-officio** members are not given a vote on the board or commission.

**Exclusionary zoning:** Zoning regulations that have the effect of precluding certain population segments from residential opportunities enjoyed by others.

**Exclusive-use zoning:** The practice of creating zoning districts in which only one type of use or a narrow range of uses is permitted.

**Facade:** A building's front or any of its exterior walls.

**Farmland protection:** Measures taken by government to protect prime agricultural land from urbanization.

**Feasibility study:** A study of the possibility of implementing a particular project.

**Federal Aviation administration (FAA):** A division of the Department of Transportation with the responsibility of fostering aviation safety, advancing civil aviation and a national system of airports, and achieving efficient use of navigable airspace.

**Federal Emergency Management Agency (FEMA):** A United States agency responsible for federal programs related to emergency and disaster mitigation and response.

**Fee simple:** The term referring to the broadest, most extensive and unconditional estate in land that can be enjoyed.

**Fill:** Material that has accumulated or is disposed of at a site and has the effect of raising the ground elevation, or that is deliberately added to a site to improve its suitability for construction.

**Fire Department:** A municipal agency responsible for fire fighting, maintenance of fire fighting equipment and fire prevention programs.

**Fiscal impact analysis:** An analysis of the impact on a municipal budget of the cost of expanding municipal services to meet the needs of a proposed development.

**Fiscal year:** A 12-month accounting period which may or may not match the calendar year.

**Flood Hazard Boundary Map:** A map that outlines the approximate areas of a community considered to be flood-prone.

**Flood Insurance Rate Map:** A map that depicts in detail the boundaries and elevations of the 100-year and 500-year floodplains for a particular community as part of the National Flood Insurance Program.

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**Groundwater pollution:** Destruction of subsurface water supplies by contamination.

**Growth Management:** A strategic process for managing the rate, location, amount and timing of growth in accordance with a Comprehensive Plan.

**Growth Management Plan:** A plan, usually prepared as a supplement to or a part of a comprehensive plan, that includes timing and phasing elements for new public facilities and services. (*see comprehensive plan, functional plan, land use plan, master plan, policy plan, strategic plan and subarea plan*)

**Guidelines:** General indications of the policies that a government agency endorses, as opposed to specific quantitative standards or regulations.

**Hazardous waste:** Those wastes that can cause or help to cause illness or death, or that, in the absence of proper management, represent a significant threat to either human health or the environment.

**High Risk Erosion Areas:** Those shoreland areas with the most acute tendency to erode, generally defined at a rate of one foot of erosion or more per year.

**Highway capacity:** The amount of traffic that a road, or section of road, is capable of carrying in an hour.

**Historic district:** An area that is related by historical events or themes, by visual continuity or character, or by some other special feature that helps give it a unique historic identity.

**Home occupation:** A type of limited commercial activity that is carried on within an individual's dwelling.

**Home rule:** The concept of local government's exercising certain powers conferred by the state.

**Housing authority:** An official body, created under state law, that is eligible for federal support to provide decent, sanitary housing for low-income persons.

**Housing stock:** The total supply of dwelling units within a given locality.

**Impact assessment:** An evaluation of the future consequences of a proposed land development.

**Impervious surface:** Surfaces such as concrete or asphalt-paved streets or parking lots that prevent rainfall from infiltrating the soil and can increase the amount of runoff dramatically.

**Incentive program:** A program in which a developer receives bonuses, typically permission to build at a higher density or higher floor area ratio, in exchange for offering certain types of amenities that the community considers important.

**Incubator building:** A building that offers space at low rentals and is consequently attractive to small, newly formed businesses.

**Industrial area:** That part of a municipality that is zoned to permit certain types of industries, often specified as light industry, heavy industry, or industrial park use.

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**Land use plan:** A map and accompanying text depicting the "preferred future" of a community. It describes how the community would like to grow or change. (*see comprehensive plan, functional plan, growth management plan, master plan, policy plan, strategic plan and subarea plan*)

**Level of service (LOS):** The degree to which a public service is operating, or the "adequacy" of the service.

**Limited Service District:** A defined area where limited public services are provided to solve a specific problem or meet a special need. These areas often have the same intensity of land use activity after the public service has been instituted (e.g., providing sanitary sewer to properties around an inland lake). (*see partial service district*)

**Local governments:** Levels of government below the state level that derive their powers from the state charter or state law. (*see county, township, city and village*)

**Major arterial:** The functional classification identifying road segments that convey traffic between municipal boundaries and activity centers, and provide connections with intrastate and interstate roadways.

**Major collector:** The functional classification identifying road segments that carry and distribute traffic between access roads, minor collectors, and minor arterials.

**Marsh:** Wetlands that have grass-like plants such as cattails, rushes and reeds and are sometimes covered by water.

**Master plan:** A comprehensive, long range plan intended to guide change in a city, village, township, county or region. (*see comprehensive plan, functional plan, growth management plan, land use plan, policy plan, strategic plan and subarea plan*)

**Mesotrophic lake:** A lake that is changing from the oligotrophic stage, characterized by clear waters and low levels of nutrients to the eutrophic stage, which has higher levels of nutrients, extensive plant growth, and murky waters.

**Michigan Resource Inventory System (MIRIS):** An automated land use and land cover mapping system for use by agencies, individuals, and local units of government involved in resource and land management.

**Michigan Society of Planning Officials (MSPO):** An organization of 4,000 members dedicated to promoting sound community planning that benefits the residents of the state.

**Minor arterial:** The functional classification identifying major "feeder" streets.

**Minor collector:** The functional classification identifying road segments that provide access to individual parcels and carry traffic to and from access roads.

**MSU Extension Service:** A county-level office affiliated with Michigan State University that is responsible for the dissemination of information on current agricultural and conservation technology.

**Municipality:** Any local government.

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**Percolation:** Downward movement of water through rock or soil interstices.

**Plan implementation:** The process of translating a plan into action which, ideally, begins at the start of plan development.

**Planned Unit Development (PUD):** A type of development characterized by comprehensive planning for the project as a whole, clustering of structures to preserve usable open space and other natural or cultural features. There is also often a mixture of housing types and sometimes a variety of nonresidential development on the same property.

**Planning area:** The specific geographic area selected as being pertinent to the study of a particular problem.

**Planning commission:** An appointed board of citizens that, depending upon government organization, either has direct control over certain planning functions or has an advisory or policy-making role.

**Planning department:** A government agency responsible for long-range and short-range land use planning, land use development management, coordination of various projects, and coordination of various and different units of government.

**Plat:** A map or series of maps showing the layout of a proposed or approved subdivision.

**Point source:** An individual and distinct conduit - such as a pipe, culvert or ditch - through which water pollution can reach a waterway.

**Police power:** The inherent authority reserved to the states in the Tenth Amendment to the United States Constitution to adopt laws for the purpose of promoting the protection of the public health, safety, morals and welfare.

**Policy plan:** A document based on explicit statements of local goals, objectives and policies. They may be part of a comprehensive plan or a freestanding document. (*see comprehensive plan, functional plan, growth management plan, land use plan, master plan, strategic plan and subarea plan*)

**Potable water:** Water fit for human consumption.

**Poverty level:** A term used to designate an income level necessary to support a minimum acceptable standard of living in a particular area or country.

**Public Act 116 (PA 116):** The Farmland and Open Space Protection Act (Act 116 of the Public Acts of 1974, as amended). PA 116 provides farmers the opportunity to enroll land in the program for periods from ten (10) to ninety nine (99) years in return for a tax credit.

**Public hearing:** A formal meeting of a legislative or administrative body as part of the process by which legislation or regulations are adopted or other decisions are made.

**Public infrastructure:** The services and facilities provided by a level of government.

**Public service district:** A defined area where prescribed public services are or will be provided to encourage compact development, meet the needs of users, and limit costs to the tax payers.



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settle out of suspensions and are transported, through the forces of erosion.

**Septic tank:** An underground, on-site sewage treatment facility designed to anaerobically treat raw sewage generated by a single residence or other small development and store the sludge that is produced.

**Settlement:** A small, relatively isolated community which may not have an associated commercial center, typified by clusters of residential parcels of ½ to 5 acres in size.

**Shoulder:** An area at the side of a road designed to accommodate a standing vehicle.

**Site plan:** An accurately scaled development plan that illustrates the details of a proposed or existing development.

**Site plan review:** The procedure in which proposed site plans are reviewed for compliance with all requirements of the zoning ordinance and other appropriate municipal ordinances.

**Slope:** The inclination of the ground from the horizontal.

**Soil association:** A group of soils that have been defined and that occur together in a characteristic pattern in particular geographic areas.

**Soil classification:** A method of grouping and categorizing different soil types.

**Soil Conservation District:** The local organization, typically managed by a board or committee, through which both federal and state agencies provide assistance to municipalities and landowners.

**Soil Conservation Service:** An agency within the Department of Agriculture that makes recommendations on land conservation and pollution abatement practices.

**Soil erosion:** The process by which soil particles are weathered and broken down, then transported by wind or water.

**Soil survey:** A detailed and systematic inspection of soils, both in the field and in the laboratory, in order to analyze and describe their characteristics, classify them, map their boundaries and interpret their ability to various types of agricultural and urban uses.

**Solid Waste:** Garbage, rubbish, ashes, incinerator ash, incinerator residue, street cleanings, municipal and industrial sludges, solid commercial and industrial waste, and animal waste.

**Solid waste management:** The systematic procedures by which solid waste is collected, processed, and disposed of.

**Solid Waste Management Act:** A law designed to protect the public health and environment, to provide for the regulation and management of solid wastes, to prescribe the powers and duties of certain state and local agencies and officials and to prescribe penalties for violation of the Act (Act 641, P.A. 1978, as amended).

**Spot zoning:** The assignment of a zoning classification different from the surrounding zoning classifications to a relatively small land parcel.

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**Tax-increment financing:** A means of financing redevelopment projects in which an area is improved with the proceeds of a bond issue slated to be repaid by the additional taxes the new development is expected to generate.

**Topography:** The collective physical features of a geographic area.

**Township:** Subdivisions of counties that act as a principal level of local government.

**Transfer of Development Rights (TDR):** A system designed to permit the sale of the right to develop a parcel in a sending zone to another parcel in a receiving zone. The transaction results in the seller capturing the development value of land without conversion of the land to a more intensive use, and the buyer being permitted to build at a higher density than local regulations would otherwise permit.

**Transportation System Management (TSM):** A form of transportation planning in which all transportation modes and systems are coordinated and upgraded to obtain greater efficiency and effectiveness. TSM includes automated traffic signalization, adjustment in alignments, lane improvements, and turning movement control. This method is usually used in lieu of or as a complement to major capital improvements.

**Urban center:** The economic core of a region, characterized by a high concentration of activity that may be but is probably not coterminous with municipal boundaries.

**Urban Service District:** A defined area where a full range of public facilities are anticipated with the objective of encouraging concentrated development patterns in a safe, efficient and cost effective manner.

**USGS maps:** A wide variety of topographic maps, as well as many other types of maps for special purposes, provided by the United States Geological Survey.

**Utility easement:** An easement acquired by a utility for the location of transmission lines, pipelines, and other utility facilities.

**Viewshed:** A region that encompasses landscape elements that are visible from a particular point. The viewshed is usually bounded or defined by the horizon in the distance and its scope or width is often delineated by trees, buildings or other obstructions. The viewshed often follows natural land forms such as valleys, hillsides, lakes, meadows or fields.

**Village service district:** The bounds within which a local municipality intends to introduce new or expanded public services to support a village development pattern.

**Village:** An incorporated urbanized area typically smaller than a city.

**Vision Statement:** A written narrative describing in visual terms, all of the characteristics of a community at a defined future point in time. The statement usually describes natural, cultural, physical, social and economic conditions as ideally desired by the community. The statement is used as a means to build a consensus within a community; to define more accurately the goals of the community; to provide a reference tool that can be used by community leaders to share and evaluate their vision with area residents; and to measure progress made toward that future.

**Vista:** A view to or from a particular point.

# CHRONOLOGY OF THE LEELANAU GENERAL PLAN

The following chronology outlines the history of the General Plan process:

## KEY PRELIMINARY EVENTS

<u>Date</u>	<u>Event</u>
01/88	Leelanau County Chamber of Commerce initiates Economic Development Task Force (EDTF)
02/88	Leelanau County Board of Commissioners appoints EDTF members
03/88-04/88	Economic Development Forums held in Northport, Suttons Bay, Glen Arbor and Greilickville
06/88	<p>Final Report of the EDTF presented to County Board. Among the resulting action recommendations:</p> <p><i>Target for completion by mid-1991 an updated Leelanau County Comprehensive Plan based on a state-of-the-art approach emphasizing maximum feasible public participation (i.e. public forums/task forces, etc.); Create specific growth management tools such as:</i></p> <ul style="list-style-type: none"> <li>• <i>automated/integrated land information system (providing inquiry access to this system for townships, villages, soil conservation district and cooperative extension offices).</i></li> <li>• <i>growth impact assessment tool/procedure based on the integrated land management information system forecasting both economic and environmental impacts of proposed developments.</i></li> </ul>
10/89	Planning Commission and County Board select initial members of the Citizen Advisory Committee. Over 65 apply for the 33 available seats.
12/89	"Kick-off" meeting of CAC. Attendance = 60 persons. Mark Wyckoff, President of Planning and Zoning Center, Inc., is featured speaker.
02/90	12 Growth Management Forums are held attracting over 265 participants throughout the County. Working Paper #1 documents the results.
05/90	Citizen and local official surveys are completed. Anderson, Niebuhr and Associates, Inc. of St. Paul, MN achieve 92% response rate among citizens surveyed and 68% response among local elected officials and planning commission members. Working Papers #2 and #3 document the result.
04/91	<p>Final Report of the CAC is approved by the Committee. The recommendations of the CAC are as follows:</p> <ul style="list-style-type: none"> <li>• Begin work on a unified physical County comprehensive land use plan based on the characteristics of a policies plan, strategic plan and growth management plan.</li> </ul>

- Promote growth management in the County in terms of the County as a geographic unit, not simply as a governmental unit.
- Invite, encourage and promote participation of county, township and village officials in the county-wide growth management planning process.

- 05/91 The sixteenth (and final) county municipality agrees to participate in the planning process. All municipalities have now agreed to take part in the development of the Leelanau General Plan.
- 05/91 County Board and Planning Commission adopt the Work Program for the final phases of The Leelanau General Plan.
- 07/91 Leelanau County and Planning and Zoning Center, Inc. agree to consulting contract for creation of the Leelanau General Plan.

#### KEY PLANNING MILESTONES

- 08/91 Initial meeting of the newly formed Leelanau General Plan Steering Committee.
- 09/91 The Leelanau Peninsula's "current trend future" is developed. Working Paper #5 documents the results.
- 09/91 Following a series of futuring sessions, the Steering Committee develops goals and objectives for the Leelanau General Plan. Working Paper #6 documents the results.
- 12/91 Steering Committee and project staff suggest adding membership of former CAC to the Steering Committee. By consensus, CAC members are invited to participate.
- 05/92 Project staff present the Economic Development working paper. Working Paper #7 documents the results.
- 05/92 Project staff present the Transportation, Public Facilities and Physical Services working paper. This is the first working paper to make extensive use of the County's Land Information System. Working Paper #8 documents the results.
- 08/92 Project staff present Natural Resources and Environment working paper. Working Paper #9 documents the results.
- 09/92 Steering Committee meets in first day-long session to begin finalizing the Leelanau General Plan. A total of over 45 attend this workshop.
- 10/92 Second of three meetings of the Steering Committee designed to finalize the plan is held. Nearly 70 people attend this workshop, many attending their first plan-related event.

- 11/92 Project staff present Land Use working paper. Working Paper #10 documents the results.
- 11/92 Project staff present Demographics working paper. Working Paper #11 documents the results.
- 11/92 The second day-long workshop and third of three meetings of the Steering Committee designed to finalize the plan is held. Nearly 80 people attend this workshop braving poor weather and the beginning of deer hunting season.
- 02/93 The twelfth and working paper, Alternative Futures, is released to the public.
- 10/93 The draft Leelanau General Plan is released for public review. Over 650 copies are placed in circulation during the three-month review period.
- 11/93 General Plan Steering Committee meets to offer initial comment on the draft Plan.
- 02/94 General Plan Town Meetings are held in each County Commissioner District. Over 250 citizens attend the towns meetings. "Poster Plans" are placed at nine locations throughout the County for public view.
- 03/94 General Plan Steering Committee meets to review comments regarding the draft Leelanau General Plan. In total, 94 pages of comments were received and compiled into Working Paper #13.
- 04/94 The Leelanau County Facilities Strategy/Long Range Plan, Working Paper #14, is released for public review and comment. Township and village officials are prompted one last time for comments regarding the General Plan and are notified of the county's intent to begin official plan review and adoption procedures prescribed by the County Planning Act.
- 05/94 The General Plan Steering Committee meets to review late arriving comments on the Plan and to comment on Working Paper #14.
- 06/94 The General Plan Steering Committee meets for the final time to review the second draft of the Leelanau General Plan, to make any final "fine tuning" adjustments and to recommend the Plan to the Planning Commission.
- 07/94 The Leelanau County Planning Commission officially adopts the Leelanau General Plan in compliance with Act 282, P.A. 1945, as amended, the County Planning Act.

# **LAYERS OF INFORMATION SCHEDULED FOR INCLUSION ON THE LEELANAU COUNTY LIS**

## **1. Natural Resources and the Environment**

- a. Topography (including steep slopes, ridges, hills, valleys, cliffs, flat areas, rolling terrain)
- b. Watercourses (including drains) and watersheds
- c. floodplains
- d. Wetlands (MIRIS)
- e. Soils by type and location (including acreage totals)
  - 1. Basement limitations
  - 2. Septic limitations
  - 3. Most suitable soils for construction
  - 4. Hydric soils
  - 5. Prime farmlands
  - 6. Prime orchard land
  - 7. Prime forest lands
  - 8. Steep slopes
- f. Groundwater vulnerability
- g. Water well locations (well log data)
- h. High risk erosion areas
- i. Critical dune areas (and other sand dunes if any)
- j. Woodlands (MIRIS)
- k. Land cover (MIRIS)
- l. Sand and gravel deposits
- m. Other mineral deposits
- n. Important farmlands as mapped by SCD
- o. PA 116 lands
- p. Commercial forest lands
- q. Surface geology
- r. Bedrock geology
- s. Unique natural features
- t. Unique flora & fauna
- u. Wildlife characteristics and distribution
- v. Climate (characteristics and seasonal changes)
- w. Water quality indicators watercourse
- x. Air quality indicators
- y. Groundwater quality Indicators
- z. NPDES permits issued
- aa. Lake Michigan lake levels
- bb. Inland lake levels
- cc. Submerged lands
- dd. Fisheries

## **2. Land Use**

- a. Parcel maps
- b. Land use by parcel from tax records using the tax classification type

- c. Property value maps based on Equalization Department records.
- d. Planning areas (neighborhood) descriptions (if necessary)
- e. Activity center analysis
- f. Land use analysis; agricultural, forestry, resource based (extractive, oil, gas, sand & gravel, etc.), residential, commercial, industrial, public and semi-public, vacant/undeveloped
- g. Growth pattern analysis and implications
- h. Redevelopment analysis (if necessary)
- i. Projections by land use type and implications

### **3. Transportation**

- a. Existing road network by type and location
- b. Existing road *right-of-way* base map
- c. Street classification map
- d. Act 51 roads
- e. Street ends at water bodies
- f. Capacity, service level, condition, traffic counts
- g. Needed road improvements by road segment
- h. Planned road improvements (CIP schedule) by road segment
- i. Existing and projected traffic generation by traffic zone and analysis of implications
- j. Projected traffic volumes across the network
- k. Existing and projected driving time within the County and within the region (to the extent regional data is available)
- l. Accident data by type and location
- m. Relationship to land use
- n. New facilities needed if projections are realized
- o. Bike paths
- p. Pedestrian circulation systems
- q. Inventory of public transit facilities and systems, including bus, cab, rail, air, passenger and freight facilities

### **4. Other Public Facilities and Physical Services**

- a. Public water systems: type, location, capacity, condition, use, planned improvements
- b. Public sanitary sewer systems: type, location, capacity, condition, use, planned improvements
- c. Public storm sewer systems: type, location, capacity, condition, use, planned improvements
- d. Public administrative and maintenance buildings: type, use, location, capacity, condition, planned improvement, deficiencies
- e. Police
- f. Fire/EMS
- g. Outdoor parks and recreation
- h. Indoor recreation
- i. Libraries
- j. Schools
- k. School enrollment
- l. Health facilities
- m. Cemeteries
- n. Communications facilities
- o. Electric, oil, gas and related facilities

**5. Community Character & Open Space**

- a. Landscape (including land forms) and open space analysis
- b. Scenic vistas
- c. Entry points
- d. Community characteristics
- e. Historic structures
- f. Waterfront features and linked water resources
- g. Conservancy areas
- h. Special public and private open spaces
- i. Cultural facilities: museums, theaters, lighthouses, etc.



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